DOCUMENT RESUME

ED 099 156 RC 008 220

AUTHOR	Matsushige, Susan, Comp.
TITLE	Evaluation of White Shield School, Roseglen, North Dakota. Part A: Evaluation Report. Research and Evaluation Report Series No. 30-A.
INSTITUTION	Bureau of Indian Affairs (Dept. of Interior), Albuquerque, N. Mex.; National Indian Training and Research Center, Tempe, Ariz.
PUB DATE	Aug 74
NOTE	91p.; Pages 154, 165, and 166 may reproduce poorly. For related document, see RC 008 221 (appendix to this volume)
EDRS PRICE	MF-$0.75 HC-$4.20 PLUS POSTAGE
DESCRIPTORS	Academic Failure; Administrator Evaluation; *American Indians; Bias; Budgets; *Community Relations; Curriculum; *Educational Objectives; Elementary Secondary Education; *Evaluation; Management by Objectives; Parent School Relationship; *Performance Specifications; Personnel Evaluation; School Visitation; Testing Programs
IDENTIFIERS	BIA; Bureau of Indian Affairs; *North Dakota; White Shield School

ABSTRACT

In response to a request from concerned Indian members of the community of Roseglen, North Dakota, an evaluation team visited White Shield School (an elementary/secondary school of 303 students, 50 percent Indian) on May 13-17, 1974 to survey: identification and classification of goals, objectives, and purposes; distinguishing between perceptions of administrators, faculty, students, community, tribal leaders, and parents; school facilities; operational costs, particularly per student cost; student personnel (via personal records and interviews); educational goals (vs. actual program), establishing priorities, and recommending programs in terms of long range educational plans. Findings emphasized a high rate of failure and underachievement among Indian students; minimal community school interaction (due to poor administration, which minimized informational communication); lack of written education, parent/school, administrative, or personnel policies; lack of available data on curriculum policy; and a recognizable tax break in favor of non-Indian constituencies. The cooperative agreement between the Bureau of Indian Affairs, and the school district was found to be "vague" and "outmoded,...obviously not drawn up by a lawyer." (JC)

ED 099156

BEST COPY AVAILABLE

RESEARCH AND EVALUATION REPORT SERIES NO. 30-A

EVALUATION OF WHITE SHIELD SCHOOL ROSEGLEN, NORTH DAKOTA

PART A: EVALUATION REPORT

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

INDIAN EDUCATION RESOURCES CENTER

BUREAU OF INDIAN AFFAIRS
DIVISION OF EVALUATION, RESEARCH, AND DEVELOPMENT
ALBUQUERQUE, NEW MEXICO 87103

AUGUST 1974

RECEIVED
NOV 12 1974
NMSU
E.R.I.C.

PS008220

BEST COPY AVAILABLE

UNITED STATES DEPARTMENT OF THE INTERIOR
Rogers C. B. Morton, Secretary

BUREAU OF INDIAN AFFAIRS
Commissioner
Morris Thompson

OFFICE OF EDUCATION PROGRAMS
Director
Clennon E. Sockey

INDIAN EDUCATION RESOURCES CENTER
Administrator
William J. Benham

DIVISION OF EVALUATION, RESEARCH AND DEVELOPMENT
Chief
Thomas R. Hopkins

Indian Education Resources Center
P. O. Box 1788
123 Fourth Street, S.W.
Albuquerque, New Mexico 87103

EVALUATION OF
WHITE SHIELD SCHOOL
ROSEGLEN, NORTH DAKOTA
May 13-24, 1974

Submitted To

ABERDEEN AREA OFFICE

BUREAU OF INDIAN AFFAIRS

&

WHITE SHIELD SCHOOL

NATIONAL INDIAN TRAINING AND RESEARCH CENTER

2121 South Mill Avenue Suite 204
Tempe, Arizona 85282

August, 1974

WHITE SHIELD SCHOOL DISTRICT NO. 85

SCHOOL BOARD

Mr. Earl Pederson, Chairman	Roseglen, North Dakota 58775
Mr. Gordon Matheny, Vice Chairman	Emmet, North Dakota 58534
Mrs. Lucille Nygaard	Roseglen, North Dakota 58775
Mr. Herman Ruhland	Emmet, North Dakota 58534
Mr. Ernest Wilkinson*	Emmet, North Dakota 58534
Mrs. Hazel O'Shea	Clerk of Board
Mr. Kenneth Hill	District No. 85 Treasurer

* Indian member

BUREAU OF INDIAN AFFAIRS

ADMINISTRATION

Mr. Wyman Babby	Area Director Aberdeen Area Office Bureau of Indian Affairs (BIA)
Mr. Peter Schmidt	Director of Educational Services Aberdeen Area Office Bureau of Indian Affairs
Mr. Ansen Baker	Superintendent Fort Berthold Agency (BIA) New Town, North Dakota
Mr. Henry Balliet	Education Program Administrator Fort Berthold Agency (BIA) New Town, North Dakota
Mr. Conrad W. Bicknese	Principal White Shield School Roseglen, North Dakota

TABLE OF CONTENTS

Page

Acknowledgements i

INTRODUCTION 1

OBJECTIVES OF THE EVALUATION STUDY 2

EVALUATION DESIGN AND PROCEDURE. 6

BACKGROUND INFORMATION ON WHITE SHIELD SCHOOL. 9

FORT BERTHOLD RESERVATION AND THE WHITE SHIELD COMMUNITY 12

GOAL IDENTIFICATION
- Introduction. 16
- Point of View 17
- Observations. 22
- Conclusions 28
- Recommendations 33

CURRICULUM
- Introduction. 37
- Point of View 38
- High School Curriculum. 39
- Curriculum Guides 41
- Specific Learner Objectives 42
- State Accreditation Reports 44
- Student Counseling Services 46
- Student Discipline. 49
- Utilization of Special Federal or State Funds 51
- The Title IV Fiasco 52
- Special Programs for Mentally Retarded Students . . .54
- Classroom Observations. 55
- Recommendations and Supporting Rationale. 57

SCHOLASTIC PERFORMANCE AND TESTING PROGRAM
- Introduction. 60
- Statement of Specific Evaluation Objectives 61
- Interview with Teachers 62
- School Objectives 62
- Examination and Grading System. 64
- Scholastic Performance of the Students. 64
- Comparison of White Shield Students with Students Attending Other Schools 68
- School Attendance 73
- Library 75
- Summary 76
- Recommendations 76

Page

COMMUNITY-PARENT-SCHOOL RELATIONS AND STUDENT RIGHTS
Introduction. 79
Evaluation Objectives 80
Procedures Utilized for the Evaluation. 80
Point of View 81
Interview with BIA Agency Personnel 83
Interview with Tribal Councilmen. 83
Interview with Director of Fort Berthold Community College. 84
Interview with Mr. Bicknese, Chief School Administrator. 85
Interview with Selected Parents 88
Interview Concerning Student Rights 95
Interview with School Board Members 98
Interview with Acting Area Director for Education . 101
Conclusions 102
Recommendations 106

ADMINISTRATIVE LEADERSHIP AND ORGANIZATION
Introduction. 114
Observations. 117
The School Board. 130
Control of the White Shield School. 132
Conclusions 133
Recommendations 136

COOPERATIVE AGREEMENT
Introduction. 139
1954 Agreement. 141
Interim Years 142
1974 Agreement. 142
Observations. 144
Additional Historical Facts 145
Conclusions 147
Recommendations 148

PERSONNEL PRACTICES, PROCEDURES AND POLICIES
Introduction. 149
Observations. 149
Staffing Adequacy 149
Personnel Policy. 150
Conclusions 152
Recommendations 152

FINANCIAL REPORT
Introduction. 155
Title I Funds 155
BIA Agency Level Operating Budget 156
School District #85 School Board Budget 172
Actual Committment of the Bureau of Indian Affairs. 176
White Shield Staff. 177
Observations and Opinions 177

OVERALL RECOMMENDATIONS. 181

ACKNOWLEDGMENT

On behalf of the evaluation team from the National Indian Training and Research Center, I wish to express my deep appreciation for the whole hearted cooperation that was received during our visit to the White Shield School during May 13-24, 1974 from students, parents, teachers and administrators. It was an awkward time to make an evaluation of the school because the end of the year's term was only a week away. Students and teachers were involved in closing up activities and happily observing the year end ceremonies. Initially feeling like intruders, members of the evaluation team soon began feeling at home because of the courtesy and respectful attention rendered to them. Teachers and students cheerfully took time out from their busy activities to talk to the "evaluators" and provide them with available data. We sincerely thank the students and staff of the White Shield School for their warm welcome and assistance.

We also wish to express our appreciation to the many parents and the school board members whom we interviewed for their frank and honest appraisal of their school. We were impressed by the sincerity and obvious desire to play a meaningful role in the education of their children.

We also want to thank the Bureau of Indian Affairs staff at the Fort Berthold Agency, the district and school board personnel with providing us with needed information and assistance that was so necessary in view of the time constraints present for making the evaluation.

Particularly we would like to express our gratitude to Mr. Richard Whitesell, Acting Area Director for Education of the Aberdeen Area Office of the Bureau of Indian Affairs, for his whole-hearted support and encouragement and also the assistance provided us by Dr. Eugene Leitka of the Division of Program Review and Evaluation, Indian Education Resources Center, Bureau of Indian Affairs, Albuquerque, New Mexico, who preceded us by making a site visit and preparing a report that was immensely useful as background data.

Special mention is made of my Administrative Officer, Ms. Susan Matsushige, who spent many hours in compiling this evaluation report.

Francis McKinley
Executive Director
National Indian Training and
Research Center
Tempe, Arizona
August, 1974

INTRODUCTION

In response to a request from the Aberdeen Area Office of the Bureau of Indian Affairs, the National Indian Training and Research Center (NITRC) submitted a proposal on May 8, 1974, to evaluate the White Shield School, Roseglen, North Dakota.

An agreement No. A00C14202803 was executed on May 13, 1974, between the Bureau of Indian Affairs (Aberdeen Area Office) and NITRC to commence the evaluation of the White Shield School.

An evaluation team of five persons visited the White Shield School and surrounding communities during the week of May 13-17, 1974. They were:

Mr. Francis McKinley	Project Director
Dr. Wm. R. Raymond	Evaluator - Curriculum, Educational goals and objectives, special programs, student records and achievements.
Dr. Shitala Mishra	Student records and achievements.
Ms. Gloria Emerson	Teaching personnel policies and practices, teacher effectiveness.
Ms. Susan Matsushige	Students, extra curricular activities

Two other members of the evaluation team visited the White Shield School, the Fort Berthold BIA Agency, the offices of the Three Affiliated Tribes, the offices of the Superintendent of the McLean County schools, the North Dakota State Department of Public Instruction, Bismarck, North Dakota, and the Education

branch of the Aberdeen Area Office, Bureau of Indian Affairs. The two team members making the second visit during the week of May 20-24 were:

Dr. Robert Norris	Evaluator, Administration and fiscal.
Mr. Jerry Hill	Evaluator, Community relations, school board and facilities.

OBJECTIVES OF THE EVALUATION STUDY

The evaluation study conducted at the White Shield School was in response primarily to efforts of Indian members of the community served by the school. The Indian patrons were concerned about what they believed to be a high rate of failure and non-achievement among Indian students enrolled at the school. In addition the Indian patrons were also disturbed at their decreasing role in school affairs and the growing influence of non-Indians in setting policies for "their school". The feeling of some ownership for the school is due to three main reasons: (1) the school is a former Bureau of Indian Affairs elementary school originally established to educate Indian children; (2) it is still a Bureau of Indian Affairs facility; (3) it was constructed in 1954 to meet the needs of the Indians who had been dislocated from their homes as a result of the construction of the Garrison Dam.

On February 2, 1974, a delegation of community representatives, Tribal officials and parents met with the District #85

school board to air their concerns about Indian student achievement at the White Shield School. The topics, issues and recommendations made at this meeting include teacher sensitivity, Indian and student representation on the school, Indian curriculum, school policy regarding personnel procedures, need for more guidance counselors, and more involvement of the parents and students in school affairs. At this meeting the school board took action to ask for ar "evaluation or a needs assessment survey". Another request for an evaluation is contained in a letter dated March 20, 1974, to Mr. Wyman Babby, Director, Aberdeen Area Office which is signed by a representative group of Indians.

An on-site visit was made on April 18-19, 1974, by Dr. Eugene Leitka of the Division of Program Review and Evaluation, Indian Resources Center, Albuquerque, New Mexico. In his summary, Dr. Leitka reports that the students at White Shield School desire more flexible course requirements and would like to have the school administration take a firmer stand on student discipline. Teachers also are desirous of more attention to clarification of disciplinary procedures. Dr. Leitka says that parents are concerned about reasons for school drop-out and failure as well as the general apathy of the Indian students.

The objectives of the evaluation study were to analyze such factors as:

(1) The attributes of the present program that makes it more or less successful.

(2) The student population.

(3) The different kinds of impacts made by the program, identifying trends, weaknesses and strengths in the

areas of cognitive, attitudinal, or behavorial, whether long or short term effects, and whether they are single or multiple.

(4) School objectives.

(5) The assumptions that undergird school objectives.

(6) The specific program activities that are designed to achieve these objectives.

(7) The rationale behind the development of the activities in pursuing the objectives.

(8) The delineation of the theory or ideal behind the program from what actually takes place.

(9) The setting up of criteria for observing the extent to which objectives are being reached.

Statement of specific survey objectives:

- To identify and clarify goals, objectives and purposes of the school, distinctions must be made between the perceptions of the goals of the school held by (a) the administration, (b) faculty members, (c) students, (d) community members, (e) tribal leaders and (f) parents.

- To evaluate the school facilities with respect to fitness and compatibility with the stated goals of the educational program.

- To ascertain approximate institutional operational costs, particularly per student cost in order that comparisons may be made with optional or alternative educational programs. How does the White Shield School compare with other schools of comparable size in North Dakota?

- To make an assessment of the student personnel at the school. This will involve the study of student records and individual interviews. This aspect of the evaluation study is to determine the reasons why the students are attending school and the perceptions that he has regarding the education program and his judgments and evaluation thereof.

- To make a careful evaluation of the formal educational program of the school in terms of the stated goals and objectives that ostensibly ungirds the total program. The evaluation team will make recommendations intended to reconcile the differences, if any, between the goals of the school and the actual program as carried on, with consideration and attention to the stated perceptions of the students, plus the perceived purposes of the school as stated by parents and others.

- To assist members of the school staff, its patrons and members of the student body in reaching common agreement regarding the achievement of realistic goals and objectives. The evaluation team will assist the school in establishing priorities among such recommendations as may be necessary to realistically modify the school's objectives, its educational program and its relations with its clientele, including on-going involvement and participation of the Indian people in the school affairs.

- To identify and recommend additional areas, including people, program(s) and resources, requiring further work and study so that the school can grow and develop further.

- To assist the school administration, BIA personnel, students and patrons to develop comprehensive, long range educational plans for their school by producing a set of recommendations as a result of the study.

EVALUATION DESIGN AND PROCEDURE

Because of time limitations imposed by the desire to perform the school evaluation as soon as possible, before the closing of school on May 24, 1974, it was necessary to design the study based upon review of the available data relating to the school and upon personal interviews with students, parents, teachers, administrators and interested citizens with regard to their perception of the school's objectives and how well those objectives were being achieved. There was no time to develop a specific set of evaluation questions that would probe deeply into the school program, program rationale and the way the program was being implemented. Timing also prevented the development of sophisticated data collecting instruments.

The survey staff was instructed to study the educational program of the White Shield School and given certain specific assignments, i.e. curriculum, student achievement, etc. They were asked to study the program in terms of stated purposes and compare these with the observed on-going learning activities; and moreover, they were asked to see how these two were relevant to the physical and psychological needs of the students as well as the needs of the communities served by the school.

Particular attention was given to the cooperative agreement between the School District #85 and the Bureau of Indian Affairs and its relationship with the on-going activities of the school. Major focus was given to the administrative leadership and the organization and structure of the school; the school's purposes

and intents; the instructional system; community, school, and parent relationship and students' scholastic achievement.

Indian citizens of White Shield who had asked for the evaluation were concerned about (1) lack of involvement in the school and (2) the lack of achievement and high drop out rate among the Indian students. The evaluators were asked to pay particular attention to these areas of concern.

Lack of specific learner objectives made it difficult to evaluate the curriculum. Even if they were existing, the timing would have made it awkward to fully involve teachers who were engaged in school closing activities and ceremonies.

Procedures used for the study depended primarily upon interviews with students, parents, teachers, administrators, school board members, and representatives of the community and tribal leaders. Available records pertaining to various aspects of the school were examined and analyzed to obtain additional data. Records were not always readily available and much time was spent in traveling to the Fort Berthold Agency, District headquarters and the Aberdeen Area Office. The lack of copying machines made it difficult to obtain copies of reports and other documents. Much time was lost in reading documents on the spot.

Each evaluator was asked to write a report of his study. The reports were edited and incorporated into this report. In cases where the information was overlapping, the data was synthesized and collated into one report.

Time constraints prevented detailed examination of the personnel management system of the school. A cursory examination

was made of the budget and the fiscal arrangements for the school. The fiscal system proved to be so complex and complicated, particularly when records were not on hand, that only spot checks were possible within the time frame allowed for the evaluation.

BACKGROUND INFORMATION ON WHITE SHIELD SCHOOL

The White Shield School is located in the Eastern segment of the Fort Berthold Indian Reservation which is situated in midwestern North Dakota. The school, grades K-12, is operated by District #85, Public School Board, under a cooperative agreement with the BIA. The cooperative agreement was entered into in 1959.

The school community consists of five districts: Elbowoods and Buffalo Rock, Ziegler, O'Shea, Deepwater, and Roseglenn, with approximately half the student body being Indian. During the past two or three years there has been a slight decrease in the non-Indian enrollment and a slight increase in the Indian enrollment. According to statistics supplied by Gerald Keehn, Reservation Programs, BIA, there are 95 Indian families in the Eastern segment (pop. 475) and 19 non-Indian families (This statistic was not verified and thought to be low by Mr. Bicknese).

The center of the population for District #85 is the White Shield Indian Community, predominantly Arikara, according to Anson Baker, Agency Superintendent, BIA, and on the average, younger than the non-Indian population. The White Shield Indian Community was created by the relocation of families as a result of the building of the Garrison Dam. The following excerpts from Short History of Fort Berthold by Ralph M. Shane, 1956, provides an example of conditions encountered by the White Shield Community in its development:

> Prior to the Garrison Reservoir 90% of the population of the reservation lived within the Missouri Valley.

Consequently, relocation required that 90% of the total population were moved 'lock, stock, and barrel' from their old homes to new homes on the highlands. They were uprooted, shuffled and mixed. Every semblance of organization was destroyed and must be reorganized with an entirely different group of members. Relocation changes the family marketing and recreational habits.

There were seven day schools located on the reservation, all within the valley and these sites were lost in the taking. Elbowoods was the Agency headquarters and the location of a boarding high school, grade school, and day school, were built or remodeled from relocated buildings from the old day schools. Every school child on the reservation had to change schools. In the relocation period there were temporary situations and hardships to be endured. Sometimes families moved into relocation sites before the relocated schools were available, and temporary situations had to be created to prevent one end of relocation working against the other end; unavailable facilities preventing the actual relocation.

The people of Fort Berthold had lived by a somewhat natural economy in the Missouri Valley. There were numerous springs and creeks in the valley for water supply and the Indian people used river water to a considerable extent. There were exposed coal beds for fuel supply and plenty of wood for the same purpose. The timber in the river bottoms also provided logs for their houses, fence posts for their farms, and a natural cover for wintering their livestock. There were wild fruits and lots of wild game to supplement the food supply and this was a particularly valuable resource when cash was low.

The people have been relocated from the valley floor to the residual highland areas of the reservation where instead of a natural economy they have a cash economy facing them. They can't go down to the timber to cut house logs or fence posts because the timber is being inundated. The wild fruit will be practically all gone and the game will be driven out because it will have no cover. And the livestock will require corrals, feed lots, and barns to replace the natural cover of timber. Water must come from wells and fuel must be purchased. There won't be anything anymore that they can get for nothing; the only thing that will get them the necessities of life will be cash. It is a bitter pill and the bitterness we find is to be expected.

Relocation for these people is not like relocation of a white man. The white man moves over into the middle of another community; the community is established and he has only to fit himself into it. The Fort Berthold people were moved in mass, jumbled and scrambled, and yet

kept within the same area. Every semblance of organization was disrupted or destroyed. The Indian had not only to move but also to reorganize the community; there was nothing to fit into. It has been like trying to continue a chess game after a child nonchanlantly decided to scramble the chess men on the board. p. 21,22

FORT BERTHOLD RESERVATION AND THE WHITE SHIELD COMMUNITY

Map 1 delineates the White Shield Community and District #85 in relationship to the Fort Berthold Indian Reservation. The total population of the reservation is approximately 7,388, of which 2,798 are Indian and 4,590 are non-Indian. The non-Indians live on fee patent land. Out of the 2,798 members on the reservation, 2,136 (76%) are in the age group 34 years and under. The median family income (including welfare) was $4,400.00, the average grade attained was grade 10, the high school enrollment was 310 and the college enrollment was 135. (The above statistical information was taken from the Report of Labor Force, a BIA document dated March 23, 1974 and the Three Affiliated Tribes proposal--Reservation Acceleration Program dated May 31, 1972, page 14.) According to BIA officials the unemployment rate had decreased from 80% in 1964 to 30% in 1974.

The conditions in the White Shield Community are similar to the above according to the chief school administrator. He speculated that "on the average the Indian community is younger"--- average age of the Indian is about 40 compared to the average age of the non-Indian which is about 50.

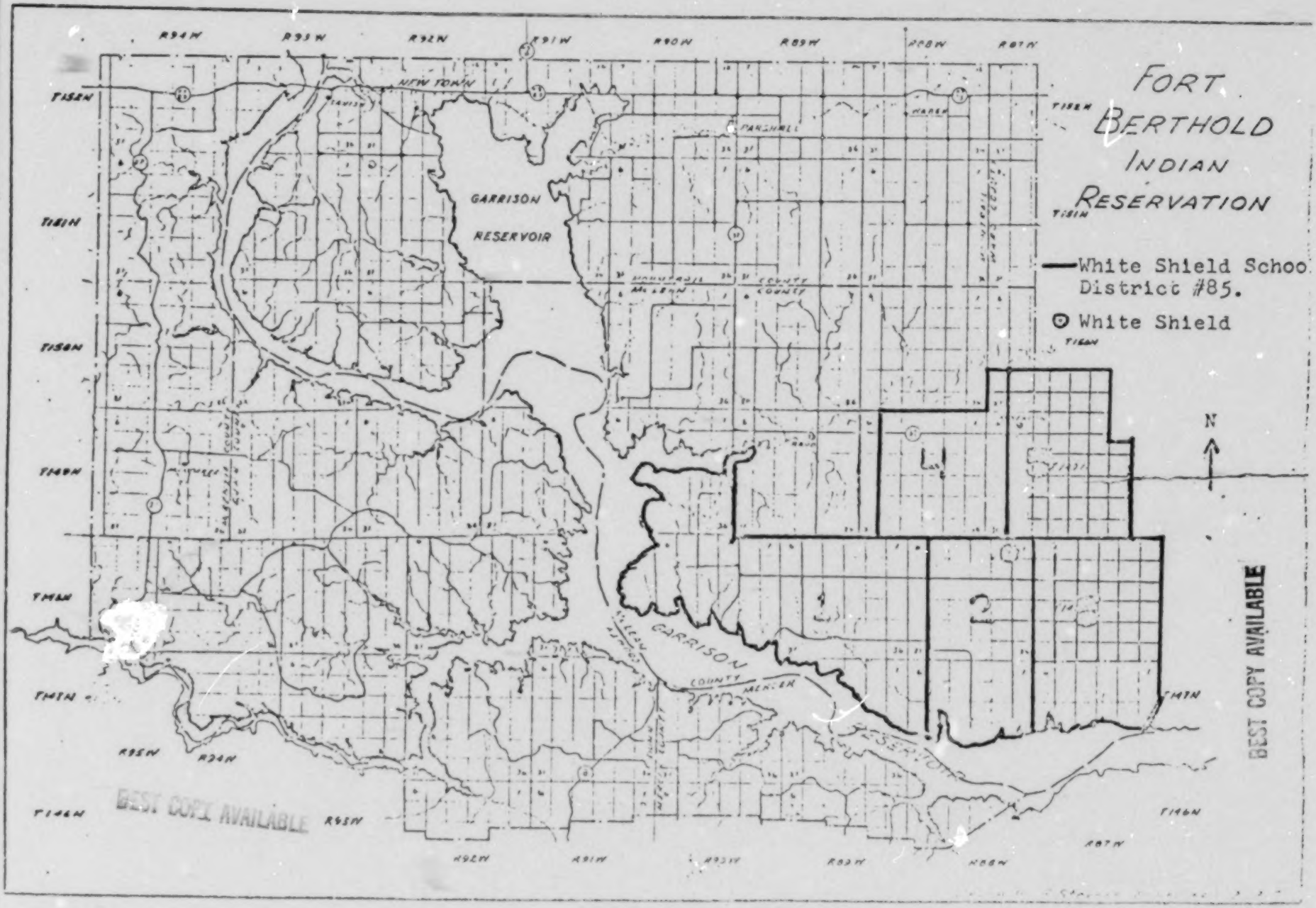
The major occupation in the locale is wheat farming for the non-Indian and mostly federally funded jobs for the Indian, i.e., BIA, IHS, CAP, special projects, etc. According to the chief school administrator the non-Indian farmers had developed highly technical and efficient methods of farming which afforded them a much higher standard of living than their Indian neighbors.

The housing conditions in the community were viewed as satisfactory by the chief school administrator and the Indian people who were interviewed.

Map 2 delineates District #85 with its respective five districts and the approximate number of families living in each as identified through the bus route stops. As shown on the map the Ziegler District, which is 95% Indian (per Mr. Balliet), is the center of the population. The chief school administrator noted that the HUD "housing has caused a shift in residence patterns without a corresponding shift in representation on the school board." He has called this discrepancy in the one man vote rule to the attention of the school board. He also postulated that the Indian people have a chance of electing two members to the school board, one from the Ziegler District and possibly one from Elbowoods-Buffalo Rock District.

The overall enrollment has decreased from 320 in 1971 to 288 in 1974. Another statistic indicates a decrease of seven in the kindergarten enrollment from 16 in 1973 to 9 (7 Indian and 2 white) in 1974. All of the above figures were provided by the chief school administrator.

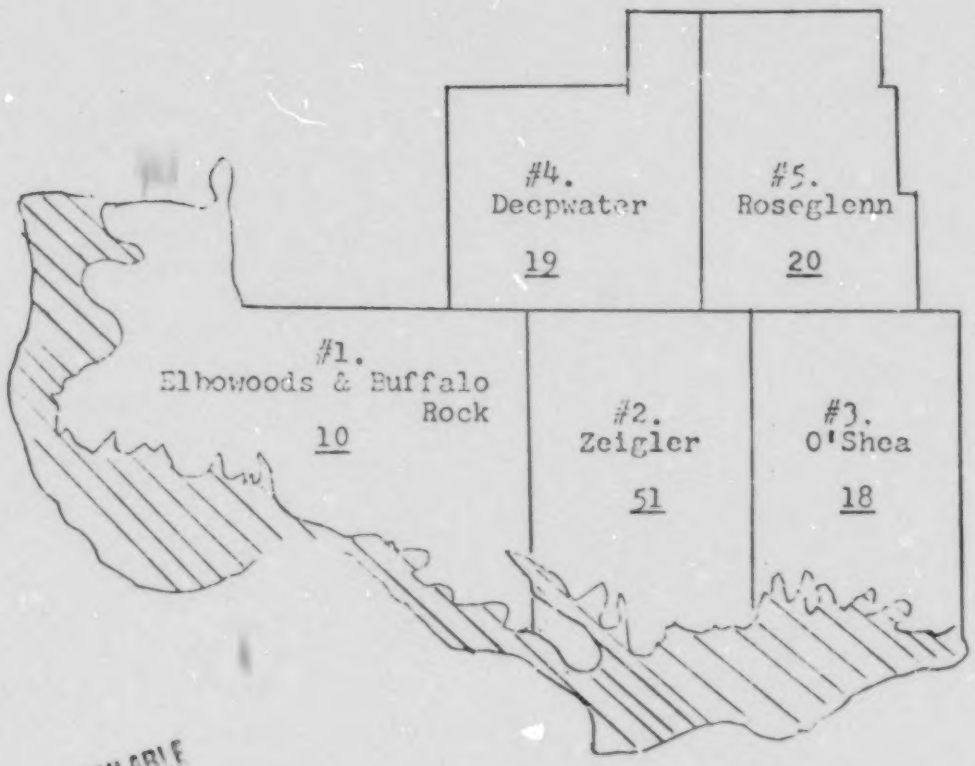
MAP 1


FORT BERTHOLD INDIAN RESERVATION
White Shield School District #85.
White Shield
GARRISON RESERVOIR
GARRISON
N
R94W
R93W
R92W
R91W
R90W
R89W
R88W
R87W
T150N
T149N
T148N
T147N
T146N
BEST COPY AVAILABLE

BEST COPY AVAILABLE

MAP 2

MAP OF THE NEW WHITE SHIELD SCHOOL DISTRICT #85



BEST COPY AVAILABLE

Dist. #1 - Elbowoods & Buffalo Rock
Dist. #2 - Zeigler and the part of Ft. Berthold South of Zeigler.
Dist. #3 - O'Shea and the part of Ft. Berthold South of O'Shea.
Dist. #4 - Deepwater. West six sections of Roseglenn and sections 30 and 31 of Hiddenwood.
Dist. #5 - East 30 sections of Roseglen; sections 25, 26, 27, 28, 29, 32, 33, 34, 35, and 36 of Hiddenwood; 4-1/2 sections of Romsaas

(One school board member is to be elected from each of the five districts. A Treasurer to be elected at large and a Clerk appointed by the board.)

Underscored numbers indicate approximate number of families living in each district per bus route stops.

GOAL IDENTIFICATION

INTRODUCTION

Any active enterprise invites criticism. There are always questions related to the purpose of the enterprise, whether it serves the needs of its clients or customers, how well it does the job it sets out to do, whether the energy and resources expended justifies the return, and whether it is changing to meet new demands and requirements. Entreprenuers and consumers/clients of most successful enterprises have long ago accepted the need for criticism and to act constructively upon greivances, disagreements and complaints to improve whatever they are doing.

Schools are not exempt from criticism and in recent times there appears to be more vocal, and often strident, accusations about the effectiveness of the educational enterprises. Open any educational publication or journal and you will find articles calling attention to, informing, lecturing, and admonishing educators to clarify the purpose of schools, strive for an agreement and understanding of those purposes in order to better meet the needs of the young people of America.

Dr. Don Davies (1974), former U.S. Commissioner of Education, states in a recent article in INEQUALITY IN EDUCATION that the intransigience of schools and educators in responding to demands for change has yielded a third force----parents and citizens who are asking for more meaningful involvement in decision-making for the schools.

To achieve an understanding and agreement on the purposes of schools in cooperation with the "third force" identified by Dr. Davies, it becomes paramount that schools recognize the importance of identifying better ways of communication and seek realistic exchange of ideas regarding educational goals.

POINT OF VIEW

Participation in the development of educational goals and objectives and the lack of knowledge about current goals and objectives are the two main concerns of Indian patrons of the White Shield School. Because of these concerns and the time constraints, the NITRC study team designed its evaluation principally to focus on the educational goals and objectives of the school. Because NITRC concentrated upon goals, it expresses the following point of view with respect to the topic.

The importance of more citizen participation and involvement and the consequent development of an effective communication system permeate recent literature on the direction of schools. A review of the Congressional hearing on Indian education reveals a strong consensus that the most important single reason for education failures among Indians has been the exclusion of Indians from participating in, and influence or control over, the kind of education their children receive. Learner (1971) in discussing educational goals and national needs concluded:

> "Above all, we have to deal with the question of disbelief or belief. The youth of today sense that they can't believe anymore. In the family and in the educational system, we must develop a sense of trust, because where there

is no trust communication becomes only an empty jangling of sounds. Where there is trust you can communicate."

The question of disbelief also exists among adults in society. This disbelief, unfortunately, has been aggravated by recent events, i.e. Watergate. Lee (1971) acknowledged that people had become remote from school decision-making process and, therefore, questions of accountability and assessment of education were considered imperative. Marland (1971) acknowledged that the accountability movement as much broader than concern over money--rather a lack of educational programs to provide a sense of continuity leading to a career. Boyle (1971) reports that the boundaries between societal decisions, policy decisions and institutional decisions as lacking delineation and clarity. He identifies the accountability movement as involving "a generation of forces outside the school to secure more rigorous and more public evaluating of performance and also to admit a larger set of participants into the making of judgments about performance." Oldham (1971) raised questions about whether or not assessment programs ".....should reflect goals of the system or set new ones." Kahl in advocating the setting of new goals states: "Assessment is important only if it leads to change....." An article in the University of Utah Review (April, 1974) reports that parents and minority groups are suing schools for denying children basic education, and in one case were effective in equalizing budgets so as to benefit their children. These law suits, according to Dr. David J. Sperry, Assistant Professor of Educational Administration at the University, are becoming frequent occurrences. Dr. Sperry comments that "If

you took a poll of high school superintendents, nine of every ten in Utah alone could report several incidents that are pending which might result in lawsuits against their school systems." Lawsuits which do not often solve problems can be avoided where there is an agreement between the school and the parents with respect to the school's purposes and aims.

The identification of better methods of communication, coupled with the process of conducting a realistic exchange of ideas regarding educational goals, should be an on-going concern of a school. The goals of an educational institution should provide a general direction for program development, setting policy and making decisions. The goals should also provide the backgound direction for developing specific course objectives in addition to giving directional guidelines for the objectives of extra-curricular activities.

The school administrator and his immediate staff are the responsible persons who must provide a vital leadership that leads to the implementation of the educational goals of the school. In the implementation of the school's goals, leaders must continuously involve parents, students, teachers and other school employees in the task of reviewing, reassessing, appraising and evaluation of the goals. This constant attention to school goals will help insure that the school is giving the students the necessary background to meet their immediate educational needs as well as the necessary background to meet their future personal needs.

An overview of educational goals established for elementary school programs identifies the following general areas:

I. Self-realization of students by:

   a. formation of social acceptable attitudes

   b. developing abilities to potential

   c. establishing a climate which provides personal security

   d. learning and teaching success

II. Develop within the students the patterns of good human relationships through growth in:

   a. physical endowments

   b. emotional stability

   c. social protocol

   d. mental development

   e. moral strength

   f. values of character

III. Develop the need to assume responsibility to better their:

   a. home life

   b. school life

   c. community life

   d. Tribal government

   e. society in general

IV. Develop attitudes that value work toward self-realization and the fulfillment of life needs:

   a. through experience

   b. by accomplishment

   c. by rewards from labors

   d. by cultivating nature's processes

   e. by selective physical science

f. by cooperative efforts in project development, completion and changing the renumeration

V. Develop in students a wholesome attitude toward leisure-time activities by:

a. recognizing family life cooperative activities

b. develop behavior patterns that are cooperative toward home and community

c. develop patterns for learning activities, including reading for pleasure and self-improvement

d. initiate self-initiated private and public activities for entertainment

For Indian children another broad area might be to strengthen their appreciation and value of American Indian culture and its contribution to our society.

Educational goals developed for high school students include five broad purposes:

1. Assist students to develop an acceptable personal view on life (i.e. psychological maturity and stability).

2. To assist students in the development of adequate social skills.

3. To insure that students acquire and are competent in basic intellectual skills (the 3R's).

4. To insure that students are prepared to enter the world of work or to continue their education.

5. To insure that youth are prepared to contribute to the maintenance of our society.

The basic dimension of the general goal statements for elementary and high school students given herein has provided the guide for the White Shield School evaluation team to review the goals of the school. The basic assumption of the evaluation team is that people involved in the school - parents, teachers, administrators, students, other school employees and members of the community served by the school - will take responsible action if they are realistically and continuously involved in a process of:

1. appraising their educational system,
2. reviewing and establishing educational goals, and
3. having the opportunity to help to develop the necessary program and policy to achieve the goals.

In summary, it is an overlying assumption of the evaluation team that people who are affected by the goals of an institution have the basic right and the responsiblity to participate in working decisions which influence the quality of education and the implementation of decisions that give direction to the total educational program.

OBSERVATIONS

Students observed at the White Shield School resembled any other students that one might observe in a typical rural public school. The high school students' general appearance - dress, hairstyles, and friendliness - was perceived as the same for any

typical rural high school. The senior class had already been dismissed from classes and the only opportunity to interview the "seniors" was during the commencement exercise.

Nearly all of the 39 high school students asked to identify the school's purpose stated that it was to prepare them academically for further schooling. All of the eleven graduating seniors stated that the school's goal was to prepare them for college. All seniors expect to enter college next fall. Nearly all of the students stated that they were satisfied with the school's expectations for them. With an exception of two, the 39 students interviewed expressed general satisfaction with the school and rated it as average. A few were proud of the school's academic rating. None of the students interviewed spoke specifically of the school's philosophy or educational goals.

When staff members were asked about their school goals, they indicated that they were aimed at developing concepts, attitudes and skills which are essential for Indian and non-Indian children to function effectively in a pluralistic society. It was generally felt by the teachers that the Indian and non-Indian students are being treated equally and the general educational philosophy of the school is healthy. All the teachers seemed to have a favorable attitude toward school and were found to be contented with the general functioning of the school. The following are, in part, the comments made by a school personnel with regard to the educational policy of the school:

> "My Philosophy is to reflect concepts, attitudes and skills believed to be realistic and essential for Indian children and non-Indian to acquire in order that they may

cope adequately with their environment and further their education.

I hope our aims will help prepare Indian children as well as non-Indian to compete favorably with their peers in all school situations, which takes into account both the rich cultural heritage of the children and their unfamiliarity with culture groups other than their own. From the very beginning year of school and on--there are basic concepts of life and country that should be developed as they progress through the years. We aim to structure the curriculum to give direction to the child, yet permit much freedom to develop as special individuals, and to each child's own individuality.

The ultimate aim is to have an individual happy with himself and equipped to provide for himself and family in a satisfying manner. To become a worthy and productive citizen of the society in which we live, not only in material things, but those intangible ideals that make for a fulfilling life. We aim for close harmony in the various levels of the school system for a continuous growth."

Members of the evaluation team observed that the staff could articulate very well their own educational philosophy and their personal perception of broad educational goals, but become less explicit when asked to address themselves to specific, documented White Shield School goals. The staff's educational philosophy and broad education goals reflect the so-called traditional American education. When asked to identify how their philosophy and major objectives were being carried out, they responded in general statements indicating they had only a surface knowledge of how the philosophy and educational goals that they had articulated so well were being carried out.

Although it wasn't specifically stated the main guiding direction for the school's educational philosophy and goals apparently were coming from the Bureau of Indian Affairs manual and broad general statements of the North Dakota Department of Public Instruction.

Fourteen adult Indian members of the White Shield community were interviewed in depth concerning the school. Twelve (86%) had little or no knowledge about the school philosophy, educational goals, curriculum, policies and procedures.

Although the chief school administrator was desirous of having all parents "feel this is your school", he acknowledged that Indian parent's role was "limited", especially in the high school. He stated that there were several ways in which he has involved the parents and community in the school program, including meetings, conferences and individual contacts. None of these meetings were directed specifically at discussing the school's purposes and intents. He admitted that he could do more to try to reach the Indian people, but because of the growing resentment fostered by a minority member of the Indian community and "outside agitators" it was becoming increasingly difficult to maintain a close, harmonious working relationship with the Indian community. The chief administrator stated that the school's direction was heavily influenced by "North Dakota conservatism" of the local non-Indian ranchers and farmers and some Indian. This conservatism, he explained, includes cultural values often identified as the Protestant Ethics - work, save money, acquire property and security. The local non-Indian values reflect emphasis on moral rigidity, acquiring material goods, exercise of discipline and high standards of conduct and family stability. He maintained that the majority of the Indians had cultural values that often conflicts with the non-Indians in that they did not place the same importance on the values that were oriented toward material things.

He stated that the school's goals were more compatible with the values held by the non-Indians and that the non-Indian students were prone to get their school work done, strive for achievement and success, (i.e. good grades, involvement in extra curricular activities), aspire to continue education, and more exercise of restraint and discipline; whereas the Indian students were generally not as well motivated and disciplined.

The chief administrators observations on the Indian and non-Indian values were confirmed by several members of his staff and some of the parents. Without defining the particular Indian values that might be introduced into the school, the chief administrator said that he felt that a compromise could be made between the highly conservative value system of the local non-Indians and those values most important to the Indian people in the community. He maintained that he had an appreciation for the Indian value system and believed that they were compatible with the school goals. He said, however, that the Indian community did not believe that he represented their interests and that he identified with "District #85". Although the chief administrator suggested that both the conservative non-Indian values and the Indian values could be brought together in a compromise and included in the educational goals of the school, he cautioned that introducing an Indian oriented program might polarize the two groups and upset the prevailing good relationship among the students and between students and the staff. He said that as an administrator he had been hesitant to introduce innovative programs because of the fear of the "polarizing effect".

Most of the students interviewed and some of the staff members were aware that the school was isolated from the community, particularly the Indian community and they felt a strong need for school-community interaction. Most of the students, both Indian and non-Indian, were aware of existing Indian community-school conflicts. They are kept informed by parents and students who attend the White Shield community meetings. Most of the students feel that the controversy regarding the school did not affect seriously the non-Indian-Indian school relationships although a few observed that there were some feelings that tended to divide the group.

In spite of the absence of clear-cut specific directions regarding the school's intents and purposes, the students exhibited a high degree of morale and school spirit and apparently maintain a wholesome respect and attitude toward each other. The high school students did not have any serious disagreement with how they perceived the school's objectives - that of preparing them intellectually to find their niche in society. They are to be commended for this good attitude and spirit. Likewise most of the staff felt good about what the school was trying to do in spite of the limitations that they perceived with respect to the management of the school, facilities of the school, and the prevailing climate of unrest and suspicion. The staff is to be commended for their positive attitudes and for their serious effort to do a good job.

CONCLUSIONS

1. The evaluation team concludes that the school has no school philosophy or educational goals that reflect the needs of the community and the students. The White Shield School serves both Indians and non-Indians who differ in terms of their cultures (their history, traditions, upbringing, values, etc.) and more importantly in their present economic and social status. The school is operated by two separate government entities - a Federal agency and a local school board. The staff is composed of Federal Civil Service employees and school district employees, both covered by distinct personnel practices and policies.

If ever there was a place where the understanding and agreeing upon relevant educational goals and objectives and communicating these to its various publics are needed and required, it is at the White Shield School. Without specific goals and objectives, agreed to by the constituents of the school, there can be no clear direction for program development and implementation, policy making and decision making.

In support of the conclusion that the White Shield School lacks written educational philosophy, goals and objectives the following documents are referred to:

a. In a memo from the Director of Secondary Education, North Dakota Department of Public Instruction, addressed to all high school administrators entitled, Broadening the Scope of School evaluation, he asked that "each school develop its own educational beliefs and objectives which reflects

the needs of the community as well as the needs of the children in that community." In addition he requested that "every school should develop cooperatively with its staff, student body and community, a statement of philosophy and objectives."

b. In another memo, dated March, 1974, the Director of Elementary Education, North Dakota Department of Public Instruction, requested all North Dakota School administrators to develop self-evaluation processes that would involve the development of written goals and objectives. He strongly urged all schools to develop such goal statements.

c. The White Shield State Accreditation Report, dated March 6, 1974, shows that the elementary school was adjudged to be below standard in eight out of forty possible categories. One of these categories listed as below standard is quoted:

> (1) A Below Standard rating was given regarding Total School Evaluation and the school was encouraged to conduct a self-study of its entire elementary program relative to its stated philosophy, goals and objectives.

The chief administrator of the White Shield School advised the evaluation team that neither the requests from the North Dakota Department of Public Instruction and the Accreditation reports relative to developing written philosophy, goals and objectives had been done at the time of the school evaluation by NITRC.

Section 2 of the Cooperative School Agreement for the 1974-75 school year states that "the Agency Superintendent, Education Program Administrator, and White Shield Principal representing the Agency, the School Board and the District, shall meet on or before September 1, 1974, to adopt plans for operation of the White Shield School during the ensuing year. Such matters as personnel, curriculum, budget, enrollment and general policies to govern the process of this agreement shall be considered". There is no mention of considering educational philosophy, goals and objectives. In the entire agreement there is nothing that refers to involving the parents and students or the Indian community or even any indication that their needs ought to be ascertained and considered.

2. In the absence of a specific written educational goals and objectives, the school's direction is apparently provided by Bureau of Indian Affairs manual and the broad educational guidelines of the North Dakota Department of Public Instruction. Moreover, the school's prevailing, but informally held, goals and objectives reflects the conservative, traditional views of the non-Indian community and the chief school administrator and most of his staff.

Views that value work, achievement, discipline, self-control, high moral standards, gaining material things, and striving for security are not in themselves to be disputed. Based on interviews, there is no doubt that a large number, if not all, of the Indian citizens in the White Shield community hold these same values in high esteem. They would probably support

and endorse a school philosophy and goals that incorporated most, if not all, of the so-called conservative White values if they were recognized as equals and asked as responsible and dignified people to have their review and assessments of those values that provide the foundation to a school philosophy and objectives.

It is when a group or groups of people wield their highly esteemed values in terms of superior-inferior relationship, or in a master-subject context, that they become suspect to those persons who have experienced a history of deprivation as a result of the dominant group's attitudes and actions. It is not the intent to review the historical past of the Indian people and their relationship with the dominant society; but it will suffice to say that the Indian people of the White Shield community have not been actively and fully involved in determining the school's intents and purposes and all they are getting is more of the same - the White man's ethnocentrism being imposed on them in a manner that continues to accentuate the Indian's dependency and subtly supports his status of inequality.

3. No systematic or serious effort has been directed toward getting an Indian input into determining the school goals and objectives. The short-lived Indian advisory board of education was an attempt to involve the Indian community through elected representatives to assist in developing school policy. The board was aborted because of internal conflicts within the Indian community. Other efforts have been crisis oriented

kinds of interventions by the school staff that has no paritcular scheme or design but to ease tensions brought on by various problems.

4. Efforts of the minority members of the Indian community and the so-called "outside agitators", i.e. Tribal education coordinator and the legal aide services to mobilize the Indian community for the purpose of confronting the school on various issues, have been met with firm resistence from the school. It must be remembered that in recent times that many beneficial changes in the Native American world has resulted because a few persons have dared to challenge the Bureau of Indian Affairs, the public schools and others, and began asking for an accounting and realistic involvement in having a voice in their affairs. No terrible repercussions have resulted where the Indian people have begun serving on parent committees, boards of education, operating their own schools, and having a greater voice in policy and decision making for the schools. Some of the good results have been a good demonstration of democracy and the acceptance of people, whatever their social or ethnic background, as human beings who are capable of rendering judgments about their lives and destiny.

5. The chief school administrator acknowledges the need to include the members of the Indian community, especially parents, in all matters relating to the school's affairs. He is hampered by the image he projects to the Indian community when he attempts to get their attention and support. This inability to gain confidence from the Indian people is a result of the

past actions in leaning too much on the non-Indian community for sanctions and support of his administration and partly because of his own value orientation. Another obstacle to attaining the Indian support is due to internal conflicts within the Indian community which make it difficult for anyone to elicit immediate cooperation and unified action. The chief school administrator should be commended for recognizing and acknowledging the need to actively include the Indian people in the on-going process of developing goals and objectives for the school.

6. It would be difficult to perform an in-depth evaluation of the White Shield School because no specific learner objectives have been developed. The specific objectives which spells out what students are expected to accomplish are derived from broad, general statements of goals and objectives for the school. As stated above, the school has not developed its goals and objectives and it follows that specific learner objectives have not also been developed.

RECOMMENDATIONS

The survey team is strongly recommending that the following activities be done by the White Shield School to review, update, and organize their goals and objectives:

1. Develop an information/knowledge base by obtaining data from past and current surveys of the school and schools in a similar situation, synthesize the findings, and then

relate them to the school goals. It is absolutely necessary that full attention be given to the school's public - students, parents, tribal leaders, teachers, para-professionals and administrators.

2. Conduct a need assessment that incorporates the following components:

   a. What is the present program providing - use observations from the present study as a starting point.

   b. What should the program be providing - use the recommendations from the present study as a starting point.

   c. Identify the degree of difference - of what is and what should be.

   d. Identify what goals are needed to correct the differences or discrepancies.

When agreement has been reached upon the goals, the next step should be placing priority on the goals. Attention is called again to the importance of involving the school's publics in the priority setting or ranking process. Two techniques are suggested below that have been used by school districts for establishing educational goal priorities:

1. The use of the "Q sort technique" where goals are written on cards and sorted out in accordance with the respondants perception of the relative importance of the goals for the educational program of the school. This technique can be useful as an instrument by which representative samples of individual perceptions can be recorded and form a basis upon which consensus can be reached. (Laird, 1972)

2. The use of the "Delphi Technique" which is a method for the systematic gathering of expert opirion.

For the White Shield School this method can be used to provide information about desirable educational goals by using representative samples of relevant groups. Perceptions of the goals stated can be recorded and consensus objectively reached. As a result of a school construction needs survey, it was determined by NITRC that there are 400 public school districts west of the Mississippi who enroll a significant number of Indian students (25% or more). Educational goals developed for schools within the 400 districts might be used as a sample.

After the goals are established and prioritized, a technique for incorporating the goals into the school program should be made. One suggested technique is to outline a form that will specifically identify each goal, the objectives developed by the staff for each goal, the activities designed to carry out the objectives, and the evaluation method used to assess the goal attainment. The following system is suggested for this task:

1. Goal statement

    1.1 Statement of objective to carry out the goal

    1.1.1 First activity

    1.1.1 Second activity

    1.1.1.1 Evaluation method

2. Goal statement

    2.1 Statement of objective

    2.1.1 First activity

    etc.....

The outline given above is one that provides a built-in directional path toward meeting the educational goal of an institution. By using this method, a format is established upon which one is able to show progress and thus be accountable for meeting the established goals of a school program.

CURRICULUM

INTRODUCTION

A full scale evaluation of the curriculum for both the elementary and secondary levels at the White Shield School would require considerably more time than was available. In addition to the time limitation other handicaps were operating such as:

1. Interviews and observations were made one week prior to the dismissal of classes. For that reason typical situations were not occurring, personnel were not relaxed and the chances for obtaining accurate data were reduced.

2. Not all, or even a clear majority, of the persons responsible for the programs on which the evaluation was targeted were convinced that the evaluation was needed. Some were dejected and while they felt that improvements should be made were doubtful that "out-of-town" experts could provide any real help. A few eagerly provided information and expressed high expectations on the evaluations findings.

3. Adequate copying machines were not available with the result that evaluators had to spend too much valuable time reading material that could have been studied at a later date.

It should be stated that while time was primarily directed toward an examination of the schools curriculum, additional observations were made. This information has been included in this report to serve as an aid to those persons who ultimately will be responsible for affecting change at the school. A school is primarily in the business of providing experiences to students that will assist them in molding their lives to become mature, contributing and satisfied members of society. To effectively accomplish this task the school must examine its total contact with

students including not only the regular classroom situation but also study halls, recesses, lunch room activities, so called extra curriculum activities, etc., in order to determine if their total impact is delivering the desired outcomes. For that reason data is included which many might consider to be beyond the scope of a normal curriculum evaluation.

POINT OF VIEW

Selecting which content, what knowledge, which skills will be useful to the success and well being of today's student in his future career and his social life as an adult is at best an educated guess. Yet we know from our own experiences with change in the past few years as a result of rapid technological and social forces that there are some priorities for learning:

1. In order to deal with unpredictable change the individual has to be a self-learner and he must realize that what he learns today may be obsolete tomorrow.
2. In order to make logical and judicial choices the individual has to read, observe, and listen critically and creatively.
3. In order to make a living he has to be able to communicate effectively.
4. In order to cope with rapidly changing social order he has to interact rationally with his fellow human beings.
5. In order to deal with leisure time he needs to become sensitive to the aesthetic and literary experiences that can enhance and enrich personal living.

The above represents some priorities for adult living. They can just as well be priorities for students in the elementary and secondary grades.

A qualitative environment for learning should provide opportunities for:

1. inquiry, discovery and choice making in problem solving activities.
2. participation and involvement in the democratic process through responsible interaction with teachers and peers.
3. encounters that involve the learner in self-seeking, self-pacing, and self-assessing experiences.
4. developing and maintaining a healthy self-concept and a sense of personal dignity.

HIGH SCHOOL CURRICULUM

The formal curriculum at the high school level consists of the following courses:

English I, II, III, and IV
World History
U.S. History
Problems of Democracy
World Geography
Psychology
Sociology
Economics
International Relations
Physical Science
Biology
Chemistry
Physics
General Math
Elementary Algebra
Advanced Algebra
Trigonometry
General Business
Bookkeeping
Typewriting
Office Practices
Home Economics I and II
Family Living
Mechanical Arts
Woodworking
Auto Mechanics

Shop II and III
Physical Education
Band
Choir

At the high school level the White Shield School suffers with the same malady that afflicts most small schools. The primary problem is how do you offer enough academic subjects to maintain the schools accreditation and still be able to afford the luxury of offering interesting curriculum electives or a strong vocational education program. There are considerably more career choices in this country that do not require a college degree than those that do. Further the percentage of students that utilize the schools accreditation standing by applying to a college or university is not large. Those students who actually finish a higher education are even less. It would appear that the sacrificing of vocational education courses in order to maintain accreditation standards is benefiting considerably fewer students than it is shortchanging. There appears to be no present plans for addition of more vocational classes other than a course in plastics and leather craft.

When the chief administrator was asked to identify areas of weakness in the school, curriculum improvement ran a poor third behind larger locker rooms and a complaint that the gym was too small. When queried about the schools strengths the following areas were identified:

1. Academic achievement of Indian students
2. Improved discipline
3. Good teacher salaries
4. Less drop-outs
5. No expulsions
6. Extra curriculum activities

CURRICULUM GUIDES

Several guides are available. Since the guides presented were all relatively similar, one was randomly selected for review purposes. The following comments relate to the publication entitled English Language Arts for North Dakota, February 1969. The title Wisconsin English Language Arts Curriculum Project was also on the cover.

This guide was designed to be a sequential growth curriculum in English language arts for the kindergarten through grade twelve. The document was prepared by Wisconsin teachers for the children and youth of the United States as a product of the Wisconsin English Language Arts Curriculum Project. The North Dakota Department of Public Instruction in conjunction with the Wisconsin Department of Public Instruction published the guide for use in North Dakota schools. The authors of the guide do not claim the document to represent a total English Curriculum. In fact, Dr. Robert Van Raalte and Richard K. Klein, Assistant Superintendents in the Wisconsin and North Dakota Departments of Public Instruction at the time the guide was published made the following statement in their introduction, "Much still needs to be done to weave the raw material of this guide into classroom experiences shared with pupil motivation arising from pupil felt needs." The White Shield School has not taken Van Raalte and Klein's suggestion and developed their own material to weave the raw material of the guide into their own curriculum. An evaluator took the time to look up a teacher for whom the guide would be appropriate and asked her if she had ever seen it before. While the teacher had

seen a copy she did not use it with her class nor was she really familiar with its contents.

A further examination of the guide revealed several major items to be missing. Two of those items are specific learner objectives and assessment items to be used to determine if learners either need the instructional activities contained in the guide or if used to determine if students have achieved the objectives after being exposed to the suggested activities. General objectives are included in the guide. An example of one objective would be as follows:

> "Achieving greater sophistication in syntactical structuring and manipulation commensurate with the varying abilities of high school students and the different grade levels"

It is doubtful that the above objective provides any real direction to the teacher or learner. The guide does provide many excellent suggestions for activities and lists potential resources.

SPECIFIC LEARNER OBJECTIVES

A serious evaluation of the curriculum at the White Shield School would be very difficult to accomplish because the school has not developed or adopted specific learner objectives that they expect their students to accomplish. Elementary classroom or high school course content tends to become highly textbook oriented. As a result the school lets textbook publishers determine what will be taught. This procedure does not provide much allowance for fulfilling their own special student needs. The

school has been "warned" officially by the North Dakota Department of Public Instruction regarding this situation.

In a memo from Harold Michelson, Director of Secondary Education, North Dakota Department of Public Instruction, addressed to all high school administrators (sent with August 15, 1973 Annual Report memo) entitled Broadening the Scope in School Evaluation, the quotes may be found:

> Paragraph #1 "...Each school must develop its own educational beliefs and objectives which reflect the needs of the community as well as the needs of the children in that community"
>
> Paragraph #3 "Every school should develop cooperatively with its staff, student body and community, a statement of philosophy and objectives. These objectives shall be stated in terms of skills, abilities and attitudes to be developed. It is recommended that measurable objectives be used, so that change and progress can be shown and measured" (emphasis added).

This same memo provides 25 specific suggested activities which schools might accomplish in order to improve school evaluation and consequently school curriculum. Those suggestions which appear to be most appropriate for White Shield to consider are reproduced below.

Suggestion Number

1. Written goals, philosophy and objectives
2. Written school board policies
5. Current curriculum development that meets the needs of students in those schools
6. A comprehensive follow-up of graduates and dropouts
10. Diagnostic testing for effective individualization of instruction
11. Effective programs for underachievers, special education students, honor students, or dropouts
12. Any effective projects, experiments or innovations

13. Effective programs in any vocational or work experience area
16. New approaches that humanize education and make curriculum relevant
22. Improved public relations program and the greater involvement of the community resources

Another memo, dated March, 1974, was received by the school from Ronald C. Stastney, Director of Elementary Education in the North Dakota Department of Public Instruction. As with the previously mentioned memo it was addressed to all North Dakota school administrators. Its inclusion here is to establish the fact that North Dakota endorses well defined curriculums and has encouraged its schools to take steps designed to improve their curriculum.

Quoting from paragraph #4 "...The Department, nonetheless wishes to explain that it deems extremely important the development of such self-evaluation processes by elementary schools. This process of self-study would surely involve the development of written goals and objectives. We strongly encourage all schools to develop such goal statements" (emphasis added).

STATE ACCREDITATION REPORTS

On the White Shield State Accreditation Report dated March 6, 1974, the elementary school was adjudged to be Below Standard in eight out of forty possible categories. Some of the specific categories listed as Below Standard as well as comments provided by the Department of Public Instruction are as follows:

1. A Below Standard rating was given regarding Total School Evaluation and the school was encouraged to conduct a self-study of its entire elementary program relative to its stated philosophy, goals, and

objectives. The school principal stated to the evaluator that nothing has been accomplished regarding this recommendation.

2. The school was also rated Below Standard regarding its policy concerning academic preparation of its new and replacement teachers. The School Board was urged to obligate teachers to return to a college or university as a condition of contract renewal to satisfy the minimum requirements for additional teacher preparation.

3. The school was rated Below Standard on the amount of time dedicated to music and physical education instruction.

4. A Below Standard rating was received in the audio-visual equipment section. Specific recommendations were made regarding equipment acquisition. In addition the comment was made that audio-visual materials should be housed in the center or centrally catalogued.

The elementary school was commended for their audio-visual and library materials as well as the expansion of the library program and general plant improvement. The school was also commended for their adoption of a social studies text in grades 1 - 6. Favorable comment was also made in the schools efforts regarding painting, maintenance of classrooms and maintaining the playground.

The North Dakota Department of Public Instruction lists 260 public high schools that were operational during the 1973-74 school year. Of this number 17 (6.5%) were accredited as being Level 1, 47 (18.1%) were accredited as being Level 2, 154 (59.2%) were accredited as being Level 3, and 42 (16.2%) were not accredited. Level 1 is considered to be the best accreditation offered by the Department of Public Instruction. The White Shield High School has been accredited as a Level 3 school.

In the March 22, 1974, accreditation report for the secon-

dary school only three out of a possible or appropriate thirty-eight categories were given a Below Standard rating. Two of these categories dealt with physical facilities and one related to the recent college preparation of teachers. A general comment was added to the report which stated, "Your program continues to provide a better than average variety for the enrollment size."

It should be noted that most accreditation reports favor those school curriculums that are geared toward college preparation. No emphasis is usually placed upon conducting a student needs assessment or providing a curriculum geared toward fulfilling actual student needs. Another factor that should be kept in mind when reviewing accreditation reports is that they are almost always totally related to "processes" and rarely place any value on actual student achievement.

STUDENT COUNSELING SERVICES

Even though the White Shield School has only one counselor the student counseling situation is such that it has the potential for providing a variety of individualized student services that many schools with considerably more students and larger counseling staffs are unable to deliver. The total student population equals 303 with only 95 of these students enrolled at the high school level. Furthermore, the schools administration does not make a practice of utilizing the counselor as a disciplinarian which should help to enhance his image with the students as well as greatly reduce the "crisis" situations that need immedi-

ate attention.

The North Dakota Department of Public Instruction in their Administrative Manual 1973 make the following recommendations regarding the "work load" for counselors at the high school level.

Recommended standards

(1) One Counselor:
1 clock hour per day... 50 secondary students enrolled
2 clock hours per day.. 100 secondary students enrolled
3 clock hours per day.. 150 secondary students enrolled
4 clock hours per day.. 200 secondary students enrolled
5 clock hours per day.. 250 secondary students enrolled
Full-time..... 300 secondary students enrolled

(2) Schools enrolling more than 300 pupils should employ additional guidance personnel in line with the schedule above.

(3) Under this provision the school counselor and/or guidance director employed under an approved recommended program should hold the North Dakota Professional Guidance Credential.

If the White Shield School followed the above standards, which are the recommended standards not the minimum standards set by the state, then they would only need 1/4 of a full-time counselor at the high school level.

At the elementary level the North Dakota Department of Public Instruction makes the following recommendations.

Counselor Load

a. In organizing guidance services at the elementary school level, consideration should be given to assigning elementary counselors according to the number of teachers they serve rather than the number of pupils they serve. One counselor for every 20 elementary teachers would be a desirable ratio. Each counselor should be assigned on a pupil basis, a ratio of one counselor for every 800 or fewer pupils is a desirable one for the elementary school. (emphasis added)

b. The counselor employed under an elementary program must hold at least the North Dakota Standard Guidance Credential. Elementary guidance programs should be approved by the State Department of Public Instruction.

It could be rationalized that if one counselor can "handle" 800 elementary students then 26 percent of one full-time counselor should be able to "handle" the 208 elementary students at White Shield.

Given the relatively small counselor/student ratio that exists at the school, a creative counselor should be able to offer an outstanding program. It should be mentioned that the present counselor has been given a minimal teaching assignment. Judging from the size of that class and the teaching loads of the other faculty members, this assignment could be avoided if the counselor was really needed in a counseling capacity.

The evaluation team was disappointed to have the White Shield counselor continually refer them to Mr. Sylvester Gores, a Bureau of Indian Affairs employee located some 60 miles away, when requests for specific student data such as follow-up data on high school graduates, etc. were made. All relevant student data that can be used to help individual students or for program improvement belongs at the school. The evaluation team was also told that all but the very first initial steps relating to Indian employment assistance and college grants were handled some 60 miles away in another town. Evidently Mr. Sylvester Gores was at one time spending one full day per week at the White Shield School in the capacity of a counselor. This time was in addition to the regular full-time counselor stationed at the school.

It was also disappointing to learn from the librarian that the volume of students going in to see the counselor was minimal. The observation should be relatively accurate since the counselor's office is located in a small room off a corner in the library and all students must pass through the library in order to get to the office.

The counselor was unable to articulate for the evaluators exactly how he serves the students at White Shield. Career information is available in the counselor's office for student use, but judging by the dust accumulated on it and its "new" appearance one would assume that students aren't really making use of these resources. Some guidance material is also located in the library but according to the librarian these materials receive very little use. When other professional staff members were asked how the counselor helps them or their students the answers tended to be rather vague or the subject was changed. In short, there was little evidence that a real viable counseling program was in operation.

STUDENT DISCIPLINE

Several staff members and local citizens mentioned that in their opinion student discipline at the White Shield School was rather lax. Not too surprisingly many non-Indians felt that the chief school administrator favored or was too easy on the Indian students while many Indians were convinced that he was too soft on the non-Indian students.

Enough evidence was not presented to ascertain whether or

not favoratism has been shown to any particular group of students. On the basis of what was observed and heard it would appear that, regarding discipline problems, the administration is not particularly prejudiced towards any racial group. This is not to imply that prejudice feelings do not exist toward groups whose common denominator is something other than race. Favoratism might be based upon such things as parents social position in the community, etc. Also it should not be assumed that student problems are relatively non-existent or that when unpleasant student actions occur that total calm and reaction within a predetermined stable framework takes place.

Insofar as student discipline is concerned, the student handbook seems to set, or reflect, the atmosphere. Even in the Official Welcome to students his document tends to become negative and depressive. Almost the entire document is skewed toward accenting the negative. On page five students are informed regarding how they can be suspended from school. The evaluators were depressed while reading it and wondered if students had the same reaction. Even though lists of "don'ts" are provided to students they are apparently inadequate as many teachers and citizens are of the opinion that new rules are generated to fit each occasion as they arise. One student was evidently suspended from school for five days for refusing to sit down during the showing of a film when personally requested to do so by the Principal. Another student was only suspended three days when she referred to the Principal as (expletive deleted). In this particular incident the student also lost a cheerleading position which has chain re-

acted into other school problems. The school counselor has stated that he interceded for the boy who was suspended for refusing to sit down and got the "sentence" reduced to three days suspension. In another incident several students were evidently sent home because they were teasing the Principal's son and someone hid his coat. Many adults resented this form of punishment because everyone involved was sent home regardless of whether or not they participated in hiding the garment. Many examples were provided to the evaluation team. No effort was made to determine whether the incidents actually occurred or if the facts were accurately reported. Based upon the evaluation member's past experiences it would appear that if one third of the stories reported by one fourth of the people were half true then evidence exists that the handling of student discipline could be vastly improved.

UTILIZATION OF SPECIAL FEDERAL OR STATE FUNDS

Currently the White Shield School has two ESEA Title I programs. One of these programs is funded through Bureau of Indian Affairs channels and the other was submitted through the North Dakota Department of Public Instruction. Both programs are directed primarily toward the basic skills areas. The chief school administrator does not appear to be enthusiastic about applying for funds from other federal or state programs nor does he appear to be receptive to the idea of attempting to approach private foundations for assistance.

THE TITLE IV FIASCO

One thorn of contention to several members of the Indian community is the fact that the chief school administrator mailed a completed Title IV proposal too late to be received in time for the funding agency to consider it for potential approval. Evidently the proposal had been completed and then was held for several days before being mailed in order to afford the School Board the opportunity of reviewing it at their next meeting.

A few members of the Indian community and at least one non-Indian teacher expressed the opinion that the chief school administrator purposely mailed the report late because he did not want the program in the school. Funds from the program would have provided a female Indian guidance counselor, and a graphic arts and Indian Culture teacher. The program narrative for the project indicated that considerable community involvement in the project was planned. The Parent Council was to interview applicants and make recommendations to the School Board. This plus the fact that Indian students would benefit more from the program than non-Indian students evidently has caused sore to feel the program was purposefully bombed.

The chief school administrator readily acknowledged that the proposal had been received in Washington, D.C. too late to be considered for funding but that he had not deliberately delayed it. He merely held it until the School Board had reviewed it and and authorized him to proceed. According to him the proposal was mailed the following day after the School Board meeting.

Several options were available to the chief school adminis-

trator at the time, however, he apparently did not think of them or if thought of, they were evidently not seriously considered. If the situation occurs again one of the following courses of action might be pursued.

1. Call a special School Board meeting.
2. Mail the proposal without School Board approval. The Board could approve the project after it had been sent in. If the Board decided to not approve the project they could always refuse to accept the grant.
3. Each Board member could have been contacted on the telephone gaining the approval to mail it before actually having it presented in a formal Board meeting.

In an emergency situation any number of alternate solutions could have been generated. Unfortunately nothing was done, and the school lost a chance for gaining $13,500 as well as a considerable amount of good will within a part of the community.

One strange situation is that no evidence was uncovered that any official or unofficial reprimand was presented by the School Board. It would appear that in a school where the standard punishment for student gum chewing is to remain after school for one-half hour, some equally appropriate consequence should occur for negligence which inflicted such far reaching ramifications on the entire student body.

Another interesting facet of the "Title IV Fiasco" was uncovered during our conference with the chief school administrator. The program narrative for the project proposal made the following statements.

II. Needs Assessment

A. Self Image

1. 23 of 51 Indian students in grades 9-12 are failing in one or more subjects as compared to 2 of 43 for the non-Indian students.

2. Through professional observation by the School Guidance Counselor, 14 of the 51 Indian students in grades 9-12 have feelings of inadequacy.

3. 21 of the 51 target students missed more than 10 days of school during the first semester of the 1973-74 school year.

4. Teacher observations record that 16 of the 51 Indian students manifest characteristics of students who think poorly of themselves.

5. 14 of the 51 Indian students in grades 9-12 scored below the 25 percentile on the SRA Achievement Test.

6. 18 of the 51 Indian students in grades 9-12 are involved in the music program, either band or chorus, as compared with 32 of the 43 non-Indian students.

An attempt was made to ascertain exactly where the above information came from and how it was collected, particularly the information listed under points 2 and 4. The chief school administrator stated that the School Counselor had obtained the information for him at his request. Upon further probing he stated that project applications many times force you to justify your need for funds and in some cases you have to stretch the point. He went on to say that some of the information might not be as accurate as he would have liked it to be.

SPECIAL PROGRAMS FOR GIFTED OR MENTALLY RETARDED STUDENTS

The evaluation team was informed by the elementary supervi-

sor that those students who are mentally retarded attend another school. He expressed concern for those who are gifted. He stated that very little is provided for them in the way of an enriched curriculum. In a school of 300 one would normally expect to find at least nine students who could be classified as academically gifted. If any assistance if provided these students it would be totally at the initiation of individual teachers.

CLASSROOM OBSERVATIONS

A fair percentage of the evaluation team members time, while visiting the White Shield School, was spent observing actual classroom situations. These observations revealed that for the most part the curriculum is highly textbook oriented and that most teachers tended to utilize lectures as their major instructional procedure. Some exceptions to this statement were observed.

In one class (upper elementary) students were debating whether or not President Nixon should be impeached. The class was composed of 30 students. Eighteen of these students appeared to be Indian, however, only two of them participated in the debate. When student volunteers were sought to read essays they had prepared on this subject none of the Indians volunteered. This situation seemed to be quite typical with the older students. In the lower elementary grades the Indian students seemed to be actively absorbed in the class activities.

Observations of classrooms and discussions with teachers led to the general conclusion that student participation in lectures was found to be non-existing. Indian students were observed to

be the passive listeners rather than active participants. Classroom activities did not encourage academically relevant behaviors like question asking, initiating discussion, elaborating, and expansion of ideas. It seemed that local environment and resources were not used. A majority of teachers expressed unfamiliarity with commercially available programs and packages in basic skill areas. Many teachers expressed that they needed an exposure to training sessions for writing educational objectives and using curriculum-fair assessment techniques.

At the elementary level, there seemed to be an acute need of remedial teachers for working with the students with educational deficits. A teacher working with the target students lacked remedial skills and was found to be ineffective. Also, use of commercially available materials to cope with the problems of slow learners was not encouraged.

Many recently developed innovative approaches to education did not seem to attract the teachers of the White Shield School. In general, teachers emphasized traditional pedagogical practices in classrooms and stressed acquisition of knowledge. Not much attention was paid to attitudinal and psychomotor aspects of learning. Teachers at elementary as well as secondary levels expressed the need to attend workshops for attaining skills needed to help their students in developing learning and to learn abilities and attitudes.

RECOMMENDATIONS AND SUPPORTING RATIONAL

1. The school district Board of Education should move swiftly to consolidate or adopt policies where needed, publish, and disseminate them within the community.

   It would appear that much misinformation or noninformation exists in the community regarding what the school district policy actually is in certain areas. Many faculty members, students, and parents feel that "instant policy" is born to meet situations as they arise. A wise school board would hold public hearings before policies were finalized in order to extend all groups the opportunity to express their points of view.

2. The Board of Education should require the district's administration to actively pursue additional federal, state, or private funds for the purpose of enriching the present curriculum.

   Without question considerably more financial assistance is available to the school district than they are presently receiving. With the small enrollment of the school, it would be extremely difficult to significantly expand the present curriculum without outside assistance.

3. There is a definite need for a more effective counselor. The present counselor does not appear to be performing adequate services.

Even though sufficient funds are being provided to establish and maintain an outstanding counseling service for students, it does not appear that this is being accomplished. Serious thought should be given to employing two counselor/teachers who could teach half-time and council with students on a half-time basis. If this were accomplished the students could then have the services of both a female and male council.

4. The school district should seriously consider entering into cooperative agreements with other school districts for the purpose of establishing area vocational education classes.

The White Shield School, or any other small school, would find it very difficult to establish or maintain a wide spectrum of vocational education classes. It is our opinion that enrichment of the school's curriculum in these areas would significantly contribute to maintaining many students interest in school as well as provide them with a marketable skill. This recommendation should not be taken to mean that the consultant feels all students should be enrolled in vocational education classes, however, the hard cold facts show that far too few of White Shield students enter college and even fewer remain long enough to graduate. The needs of these students can not be ignored. The whole class structure of the school could be rearranged so that students would be able to remain at the vocational center all day for two days a week. They could take their other classes at White Shield. This proce-

dure would allow the community to retain the school and reduce the travel time for students considerably especially if they attempted to go to another high school each day to obtain the desired courses.

5. Those basic vocational education classes that are maintained at the White Shield School, such as general business, office practices, etc. should be "gussied up".

   Several commercial textbook companies offer some business education courses with simulation training. This type of an educational approach maintains a higher degree of student interest as well as provides the opportunity for students to acquire skills more akin to those actually required in a real work setting.

6. The school district should develop or adopt learner objectives for each elementary grade level and each high school course.

   Since specific measurable learner objectives are not available a meaningful curriculum evaluation can not be accomplished. The school has been encouraged to do this by the North Dakota Department of Public Instruction. Further delay should not be tolerated by the School Board.

7. Inservice education should be obtained for the teachers regarding instructional techniques other than the lecture method.

SCHOLASTIC PERFORMANCE AND TESTING PROGRAM

INTRODUCTION

In recent months Indian members of the community served by the White Shield School have expressed serious concerns regarding high failure rate among Indian students attending the school. Some of the academic problems of the Indian students were described in an application for Title IV funds and are described as follows:

1. 23 of 51 (45%) Indian students in grades 9-12 are failing in one or more subjects as compared to 2 of 43 (5%) for the non-Indian students.

2. Through professional observation by the School Guidance Counselor, 14 (27%) of the 51 Indian students in grades 9-12 have feelings of inadequacy.

3. 21 (41%) of the 51 target students missed more than 10 days of school during the first semester of the 1973-74 school year.

4. Teacher observations record that 16 (31%) of the 51 Indian students manifest characteristics of students who think poorly of themselves.

5. 14 (27%) of the 51 Indian students in grades 9-12 scored below the 25 percentile on the SRA Achievement Test.

6. 18 (35%) of the 51 Indian students in grades 9-12 are involved in the music program, either band or chorus, as compared with 32 (74%) of the 43 non-Indian students.

STATEMENT OF SPECIFIC EVALUATION OBJECTIVES

The evaluation activities during an on-site visitation (May 13-17, 1974) were concerned with the examination of these academic variables which affect the educational growth of the students attending White Shield Schools. The following are the objectives which were intended to be attained as a result of evaluation efforts in the area of scholastic functioning of the Indian students:

(1) To identify and examine the pedagogical philosophy of the school.

(2) To examine instructional objectives and teaching strategies used to attain these objectives.

(3) To compare the academic behaviors of Indian and non-Indian students.

(4) To observe and analyze learning activities of Indian students in classroom situations.

(5) To examine those school facilities or services which are related to scholastic performance of the students.

(6) To determine the attitudes of Indian students toward school and their Anglo peers.

The above stated objectives were attained by observing school activities, examining student records, and by interviewing school

personnel and students.

INTERVIEW WITH TEACHERS

Five high school, eight elementary teachers, and three teacher aids were interviewed extensively to examine the academic and affective behaviors of the students. Administrators at elementary and secondary levels were also interviewed. These interviews were conducted to explore the academic problems of students, instructional approaches used in classrooms, discipline problems, educational objectives of the school, and systems used to evaluate learning outcomes of the students.

SCHOOL OBJECTIVES

Most of the teachers and administrators interviewed indicated that the school aimed at developing those concepts, attitudes, and skills which are essential for Indian and non-Indian children to function effectively in a pluralistic society. It was generally felt by the teachers that equal treatment is given to the Indian and non-Indian students. Most teachers believed that the general educational philosophy of the school is healthy. All the teachers interviewed appeared to have a good attitude toward the school. They seemed to be contented with the general operations of the school.

An Indian teacher and parent of four children attending White Shield School had the following to say about school and its' functioning:

"We are the parents of six children, two of whom have graduated from White Shield High School, while the other four are currently enrolled at White Shield School. Two are in high school and two are in grade school. All of their school years have been spent at White Shield.

We feel that the scholastic growth at our school has been steady. This is reflected in the better achievement of the students. Many years ago it was a rarity to see an Indian students' name on the honor roll; we see the numbers increasing as the years go by.

Our summer program at White Shield has met and held the students' interest. Last summer our enrollment was over eighty, and that is grades one through six. All attendance was voluntary. While the program is specifically aimed at the target students, all students are welcome.

Our kindergarten was once a summer program of four or five weeks. Now it is part of the total school program.

There is an old adage that says, 'an ounce of prevention is worth a pound of cure.' Of course, we can all see the wisdom of this proverb. For the coming school year, the first and second grades have been placed in a preventative category under Title I.

Last fall a class on Indian Culture was started, only four students enrolled, and so due to lack of interest it was discontinued, much to the disappointment of one of our daughters.

In the area of special interests we have the music department; more Indian students are now taking advantage of this.

Another special interest area is that of Speech. This year six students, all of them Indian, went to the District Speech Contest, from there two went on to compete in the State Speech Contest.

Although we have always had boys' basketball at White Shield, this past year saw the beginning of girls' basketball. This gave the girls a chance to work and play together in a competitive sport as the boys had been doing. Both Indian and non-Indian girls enjoyed this very much."

EXAMINATION AND GRADING SYSTEM

Examinations at junior high and high school levels consisted of short essays, true-false, multiple choice, and matching type items. On the average teachers gave four examinations and considered home work and other classroom work equally important for determining final grades. Most of the teachers did not allow failing students to take the examination a second time.

Most of the teachers used arbitrary cut-off points to determine final grades of the students instead of using criteria performance for determining the mastery of the content. As an example, one of the high school teachers used the following system to determine letter grades:

Score range	Grade
94 - 100	A
87 - 93	B
80 - 86	C
70 - 79	D
below 70	F

Such pre-established standards for determining grades for students with learning disabilities and low self-concept may be damaging. In many cases pre-established performance criteria seemed to be unrealistic and non-attainable for many students. Such a grading procedure could have been a possible reason for high failure among White Shield Indian students.

SCHOLASTIC PERFORMANCE OF THE STUDENTS

Scholastic performance of the Indian students was evaluated

by examining their course grades and the performance on the SRA Achievement Test. Looking at their grades, a high failure rate among Indian students was noticed. It was noticed that 23 of 51 (approximately 45%) Indian students in grades 9-12 are failing in one or more subjects as compared to 3 of 43 (about 7%) non-Indians. Number of Indian students failing at various grade levels is summarized in the following table:

TABLE 1

NUMBER OF INDIAN AND NON-INDIAN
HIGH SCHOOL STUDENTS FAILING IN SCHOOL SUBJECTS

CLASS	INDIAN (N=51)	NON-INDIAN (N=44)
	NUMBER FAILING	NUMBER FAILING
FRESHMAN	9	2
SOPHOMORE	5	0
JUNIOR	8	1
SENIOR	1	0

In addition to high failure rate Indian students in general received lower grades than non-Indian students. A typical distribution of course grades among Indian and non-Indian students may be exemplified by the following situation which was observed in a class:

Anglo Students (N=8)	Indian Students (N=17)
A = 3	A = 0
B = 1	B = 1
C = 3	C = 4
D = 1	D = 12
F = 0	F = 1

Indian students were found to show greater deficits in various subject matter areas. As evident from the following table a large proportion of Indian students were identified as target students. These target students scored below the 25 percentile point on the SRA Achievement tests. The number of students identified as target students ranged from 14 (in reading) to 20 (in science).

TABLE 2

INDIAN AND NON-INDIAN STUDENTS IDENTIFIED AS TARGET STUDENTS IN VARIOUS SUBJECT AREAS

	INDIAN				NON-INDIAN			
	GRADE				GRADE			
	9	10	11	12	9	10	11	12
Reading	5	2	6	1	1	0	2	2
Math	6	2	4	2	1	1	2	0
Language Arts	4	1	6	2	1	0	1	2
Social Studies	5	4	6	0	5	0	2	1
Science	8	5	7	0	1	1	2	0

In terms of the performance on the standardized SRA Achievement Tests, Indian students scored significantly lower than their Anglo counterpart. Ninth and 11th grade Indian students tested during the school year 1973-74 performed significantly below the national median level on all the tests. Their average percentiles ranged from 25.47 to 45.40.

TABLE 3

MEAN ACHIEVEMENT* AND IQ SCORES OF
INDIAN AND NON-INDIAN HIGH SCHOOL STUDENTS

SUBJECT AREA	INDIAN		NON-INDIAN	
	9th GRADE	11th GRADE	9th GRADE	11th GRADE
COMPOSITE	40.93	38.21	57.07	50.00
READING	37.33	41:00	56.00	39.50
LANGUAGE ARTS	45.40	37.21	49.28	52.50
MATHEMATICS	37.33	38.78	59.43	54.50
SOCIAL STUDIES	37.73	36.36	46.07	33.50
SCIENCE	31.20	35.43	58.86	44.75
USE OF SOURCES	25.47	30.71	44.29	42.00
IQ (STEA)	97.93	101.71	111.57	107.25

*Scores reported are mean percentile points.

COMPARISON OF WHITE SHIELD STUDENTS WITH STUDENTS ATTENDING OTHER SCHOOLS

By comparing high school students of White Shield School (9 and 11 grades) with students attending other schools, it was noticed that White Shield students performed significantly higher than 9th and 11th grade students of Mandaree School during the school year 1973-74. Ninth grade White Shield students scored above national median on all tests except on Language Usage. Except on Vocabulary and Science sub-tests, White Shield eleventh graders scored above the 50th percentile.

TABLE 4

MEAN ACHIEVEMENT TEST SCORES* OF HIGH SCHOOL STUDENTS ATTENDING WHITE SHIELD AND MANDAREE SCHOOLS (1973-74 SCHOOL YEAR)

TESTS	WHITE SHIELD		MANDAREE	
	Grade 9	Grade 11	Grade 9	Grade 11
COMPREHENSION	62	54	28	27
VOCABULARY	53	41	24	17
READING TOTAL	58	51	24	22
USAGE	45	52	16	22
SPELLING	57	61	31	42
LANGUAGE ARTS TOTAL	57	60	24	32
MATHEMATICS	53	62	19	16
SOCIAL STUDIES	47	50	18	22
SCIENCE	45	47	27	17
USE OF SOURCES	53	53	23	21
COMPOSITE	56	57	21	20

*All scores reported as mean percentile points

Similar comparative trends were noticed between White Shield and Mandaree schools during the school year 1972-73. White Shield students scored higher on all the subtests of the SRA series than Mandaree students.

TABLE 5

MEAN ACHIEVEMENT TEST SCORES*
OF HIGH SCHOOL STUDENTS ATTENDING WHITE SHIELD
AND MANDAREE SCHOOLS DURING 1972-73 SCHOOL YEAR

TESTS	WHITE SHIELD		MANDAREE	
	Grade 9	Grade 11	Grade 9	Grade 11
COMPREHENSION	45	44	23	21
VOCABULARY	44	31	24	27
READING TOTAL	47	39	17	22
USAGE	36	31	23	16
SPELLING	49	40	31	29
LANGUAGE ARTS TOTAL	48	37	24	21
MATHEMATICS	53	49	19	11
SOCIAL STUDIES	42	33	18	19
SCIENCE	41	32	23	20
USE OF SOURCES	32	31	19	21
COMPOSITE	51	38	21	15

*All scores reported are percentile points

During the school year 1973-74, White Shield Junior High students, as a group, scored significantly higher on all the SRA subtests than Mandaree students.

TABLE 6

COMPARING ACHIEVEMENT* OF WHITE SHIELD
JUNIOR HIGH STUDENTS WITH STUDENTS
ATTENDING OTHER RESERVATION SCHOOLS (1973-74)

TESTS	WHITE SHIELD			MANDAREE		
	8	7	6	8	7	6
READING	46	36	36	18	22	13
LANGUAGE ARTS	49	33	33	17	21	16
MATHEMATICS	49	35	29	13	13	24
SOCIAL STUDIES	43	38	40	19	19	12
SCIENCE	44	29	43	16	19	15
USE OF SOURCES	48	41	42	13	26	11
COMPOSITE	46	35	33	15	16	18

*All reported scores are percentile points

Similar trends were noticed for junior high students (grades 6-8) last year. As compared with Mandaree and Twin Buttes, the White Shield group scored higher. Seventh and eighth graders were above the national median on Language Arts and Mathematics subtests.

TABLE 7

COMPARING ACHIEVEMENT* OF WHITE SHIELD JUNIOR HIGH STUDENTS WITH STUDENTS ATTENDING OTHER RESERVATION SCHOOLS (1972-73)

TESTS	WHITE SHIELD			MANDAREE			TWIN BUTTES		
	8	7	6	8	7	6	8	7	6
READING	53	43	34	19	17	24	38	27	33
LANGUAGE ARTS	51	62	42	28	17	27	49	29	30
MATHEMATICS	55	56	43	24	15	21	39	28	24
SOCIAL STUDIES	43	49	40	28	22	23	44	31	35
SCIENCE	48	51	40	19	17	20	27	23	29
USE OF SOURCES	52	55	42	20	17	26	39	26	22
COMPOSITE	52	52	41	21	15	23	39	28	30

*All scores reported are percentile points

At the elementary level (grades 2-5) White Shield students scored generally higher on the SRA Achievement Test as compared with other reservation schools. The comparative achievement data of three reservation schools is summarized in the following two tables.

TABLE 8

COMPARATIVE ACHIEVEMENT TEST DATA* OF
TWO RESERVATION SCHOOLS (1973-74 SCHOOL YEAR)

TESTS	WHITE SHIELD				MANDAREE			
	5	4	3	2	5	4	3	2
READING	45	47	56	62	23	39	25	27
LANGUAGE ARTS	43	44	43	69	16	32	19	25
MATHEMATICS	29	23	30	61	22	37	19	17
COMPOSITE	37	38	39	67	21	36	15	21

*All reported scores are percentile points.

TABLE 9

COMPARATIVE ACHIEVEMENT TEST DATA* OF

THREE RESERVATION SCHOOLS (1972-73 SCHOOL YEAR)

TESTS	WHITE SHIELD				MANDAREE				TWIN BUTTES			
	5	4	3	2	5	4	3	2	5	4	3	2
READING	29	49	52	56	14	36	56	46	17	62	62	60
LANGUAGE ARTS	37	44	60	54	14	33	46	48	24	47	66	53
MATHEMATICS	24	29	39	43	16	23	46	57	19	40	50	82
COMPOSITE	27	41	57	53	13	33	52	50	18	43	62	71

*All reported scores are percentile points

SCHOOL ATTENDANCE

It was reported by the teachers that a large number of high school students missed their classes. On the average, 10 classes were missed by the Indian students. Such a tendency was found to be higher among Indian students than among non-Indian students. According to the perceptions of the teachers, excessive absence among Indian students might be a factor contributing to their failure in various courses.

At the elementary and junior high levels, the attendance record of the students was found to be quite satisfactory for Indian as well as for non-Indian students. The attendance data for students (in grades 2-8) for the last three years is presented in the following table:

TABLE 10

MEAN NUMBER OF DAYS INDIAN AND NON-INDIAN STUDENTS DID NOT ATTEND SCHOOL IN ELEMENTARY AND JUNIOR HIGH GRADES

	INDIAN STUDENTS			NON-INDIAN STUDENTS		
GRADES	1971-72	1972-73	1973-74	1971-72	1972-73	1973-74
2	12	6	5	15	18	7
3	10	6	7	5	5	6
4	11.5	6	6	10	9	10
5	4	7	7	4	8	5
6	13.5	9	7	3	4	2
7	6	7	12	8	8	9
8	3	7	6	2	3	4

Teachers of the White Shield School were concerned with the problem of school attendance of the Indian students. In many cases they seemed to have communicated their concerns to the parents. One teacher stated that many times Indian students have used unjustifiable reasons for being excused from their class work. It is surprising that such behavioral problems were not brought to the attention of the school counselor.

When asked for the reasons for a high rate of failure among Indian students, the following reasons were suggested by the teachers:

1. low attendance
2. lower entry behaviors
3. home background
4. lack of parental concerns for the education of their children
5. low self concept.

STUDENT DISCIPLINE

Several students indicated that their viewpoints are generally ignored by several teachers. Students pointed out that particular class discipline problems did exist. It was pointed out that teachers had extreme difficulty in relating to students and students seemed to be quite concerned about the relevance of their educational experiences. It was suggested that a flexible curriculum with courses emphasizing Indian culture and trade is very much needed.

Teachers also indicated that students have become extremely sensitive to their rights, but have paid no attention to their

responsibilities. According to the perceptions of the teachers, recent community concerns have made high school students sensitive to many school matters. They felt that school policies concerning student discipline were adequate and no changes are needed. It seemed that relationships between some teachers and students were tense. Teachers felt preserved by the community, which seemed to create student discipline problems. One teacher candidly reported that recent community developments have seriously affected her instructional work. It was surprising to note that counselor's help was never sought for dealing with the behavioral problems of the students.

LIBRARY

White Shield School has excellent library facilities. The total number of books in the library is 8,368 excluding 400 paper back books and 200 books for the use of kindergarten children. In addition to books, the library also has quite a collection of audio-visual material.

The daily newspapers and magazines are enthusiastically read during free periods. Many non-Indian students were observed doing their assigned work, but very few Indian students were found to be using the library. Also, library rules seemed to be restrictive. The students did not seem to be free to choose and get books themselves from the shelves. In a sense, free use of library facilities was not encouraged. This might have been the possible reason for Indian students to withdraw from using library facilities.

SUMMARY

The general conclusions emerging from the analysis of observed and collected data suggest some curricular and related changes to meet the educational needs of Indian students. High failure rate among Indian students and other curricular and behavioral difficulties need to be examined in depth. A sizable proportion of Indian high school students are functioning at below average level. A careful diagnosis of their learning difficulty is desired. Remedial programs and individualized teaching strategies with appropriate counseling service may help alleviate the problem of the underachievement of Indian students.

Another area which needs immediate attention is school-community relationship. It is clearly evident that the school operates in isolation. School and community interaction is at a minimal level at the present time. Teachers as well as students felt a strong need for a healthy school-community interaction. It is believed that community involvement, appropriate curricular activities, and instructional programs suitable for Indian students are definitely needed to insure the desirable educational growth of the Indian students.

RECOMMENDATIONS

Through these evaluation activities, an attempt was made to identify needed improvements for White Shield schools for making educational experiences more relevant to the Indian students of the White Shield School. Recommendations emerging as a result of

these evaluation efforts are as follows:

1. Course offerings and related activities should be made relevant to the needs of Indian students and community. Courses in Indian history, arts and music may be introduced to motivate the students toward school activity.

2. Remedial help should be available to the students having learning difficulties. It is suggested that a staff member with competencies in learning disabilities and remedial work be added to the school staff.

3. Teachers should be encouraged to try various innovative approaches to teaching in order to suit the individual learning styles. The school should also explore the possibilities of obtaining funds to make exrerimentation possible.

4. School urgently needs a competent counselor. Also the office presently used for counseling purposes is not appropriate and should be located away from the library. Probably a woman elementary counselor, in addition to a high school counselor, would idealy satisfy all the counseling needs of the students.

5. An effort should especially be made to involve community members in the educational process. This will, probably, help parents develop desirable educational aspirations. It is strongly suggested that means be explored to involve parents as paraprofessionals and com-

munity input be used in educational decisions.

6. School library needs a resource room for making better use of educational aids. It is unfortunate that audio-visual material possessed by the school library is not used at all.

7. Inservice training for teachers should be arranged at least twice a year to familiarize teachers with new educational programs, new assessment procedures and techniques of writing measurable objectives. Teachers should be encouraged to use commercially available programs, whenever possible.

8. It is a fairly well established fact that norm-oriented tests are inappropriate for Indian students. Therefore, criterion-oriented measurement approaches should be utilized for measuring students' growth in cognitive, affective, and psychomotor domains.

COMMUNITY-PARENT-SCHOOL RELATIONS AND STUDENT RIGHTS

INTRODUCTION

Indian members of the White Shield community are primarily responsible for the White Shield School evaluation. For sometime the Indian patrons of the school have expressed dissatisfaction over their perceived deteriorating relationship with the school. The community-parent-school relationship was considered by the NITRC evaluation team as one of the vital aspects of its study.

The community-parent-school relationship and interactions was studied from the perspective of ways information is shared, parents' knowledge of school programs, principal's knowledge of community and parents' expectations, role of the District #85 School Board, parent's knowledge of their rights, community and parents involvement with the school, and the feelings of selected individuals concerned toward each other. The following strategies were utilized in conducting and evaluating the preceding goals:

1. Review of Dr. Eugene Leitka's Report
2. Interviews with BIA Administrators
3. Interviews with Tribal Officials
4. Interviews with School Principal
5. Interviews with Selected Parents
6. Interviews with Selected School Board Members
7. Examination of Selected School Board Minutes
8. Examination of North Dakota Century Code
9. Interview with Director, Fort Berthold Community College

10. Interview with Acting Assistant Area Director for Education

EVALUATION OBJECTIVES - COMMUNITY-PARENT-SCHOOL RELATIONS

The following objectives describe the evaluation efforts used to ascertain the community-parent-school relations:

1. To identify and examine specific objectives of Community-Parent-School relationship.
2. To review schools' philosophy used to achieve stated objectives.
3. To determine who is involved and what are their responsibilities.
4. To determine how the stated objectives are to be accomplished.
5. To determine the relationship between the educational program and an on-going involvement and participation of the Indian people in the school affairs.
6. To identify community attitude and perceptions toward the school.
7. To identify the activities utilized to attain stated objectives.
8. To determine how parents receive feedback on their child's progress.

PROCEDURES UTILIZED FOR THE EVALUATION

Within the time limitations confronting the evaluation team of the White Shield School, the interview and questionnaire method of collecting data was selected. This method was based on the following rationale:

> Useful factual and evaluative information can be obtained through interviews and questionnaires with people who are involved in Indian education roles of student, parent, teacher, and community leader. This is the method which was used mainly in the National Study, as a means of seeing schools and education through the eyes of the people most concerned. The research staff took as neutral a stance as possible, expressing interest in any aspect of education that seemed to be of importance to the respondent. At the same time, the research staff used an interview guide or a questionnaire which systematically explored the aspects of education that were considered important from the point of view of the research. (Fuchs and Havinghurst, To Live on This Earth: American Indian Education, 1973, p. 347)

Copies of the questionnaires can be found in the appendix.

POINT OF VIEW

In many Indian communities today, people are asking for a greater voice in the education of their children. This seeking of a meaningful role by parents, Indian leaders, Indian educators and others is in response to the recommendation made by a Special Senate subcommittee on Indian Education which recommended that the United States Government set as a National goal the achievement of "maximum Indian participation in the development of exemplary educational programs for (a) Federal Indian schools; (b) public schools with Indian populations; (c) model schools to meet both social and educational goals....." In 1970, the President of the United States declared, "We believe every Indian community wishing to do so should be able to control its own Indian schools." Additional Federal Government resources were made available in 1972 with the creation of a National Indian Advisory

Board of Education, a Deputy Commissioner of Education, U.S. Office of Education, for Indian Affairs, and the enactment of Title IV of the Higher Education Act of 1972 which provides funding for a variety of Indian education programs.

Indian involvement in, and control over, their childrens' education has been recommended for more than forty (40) years. The Merriam Report of 1928 strongly urged the involvement of the Indian community. The 1969 Special Subcommittee on Indian Education commented:

> "One theme running through all our recommendations is increased Indian participation and control of their own educational programs. For too long, the nation has paid only token heed to the notion that Indians should have a strong voice in their own destiny."

The National Association for the Advancement of Colored People (NAACP) Legal Defense Fund and the Educational Fund, Inc. with cooperation of the Center for Law and Education, Harvard University conducted interviews with 445 Indian parents in eight (8) states and concluded that:

- Indian parents are keenly interested in education, but they are alienated from the public schools;
- Indians are systematically excluded from decision making concerning education;
- Most Indian parents think that their children are not learning. However, for a minority of parents, attendance at public schools is such a great improvement over distant boarding schools or no school at all, that they tend to accept conditions as they are;
- Many parents are afraid to talk frankly. They fear exposure, harassment of their children, and possible loss of their jobs;

- In virtually every school system, Indian parents knew nothing about Title I or Johnson O'Malley (JOM) - Federal programs which could be used to meet their children's educational needs. They were not involved in these programs, despite federal regulations calling for their participation.

In spite of a great number of advances made by Indians in becoming more involved in their school affairs, there are a large number of public schools with large Indian enrollment who continue to exclude the Indians from having an input into school goals and policies.

INTERVIEW WITH BIA AGENCY PERSONNEL

Mr. Anson Baker, Superintendent, Ft. Berthold Reservation, was interviewed on May 20, 1974. Mr. Baker indicated that the White Shield community was primarily Arikara and, in his opinion, was the more verbal Indian community on Ft. Berthold. He felt that the recent boundary dispute which involved the eastern portion of the reservation affected the feelings between the Indian and non-Indian communities in White Shield as well as in Parshall. He stated that the "most frustrating, confusing" situation in his opinion was the Title programs---BIA's versus the State's. He did not clarify for the evaluators what aspects of the Title programs present the problems.

INTERVIEW WITH TRIBAL COUNCILMEN

The evaluators interviewed Roy Bird Bear, Ralph "Dutch" Wells III, and Thomas Eagle, Jr. Mr. Wells (Parshall) and Mr. Eagle

(White Shield) provided the evaluators with their opinions concerning White Shield School and the educational program. There were two incidents related to the evaluators that we were unable to confirm or reject. One concerned a meeting in Aberdeen of the Parent Advisory Committee (PAC) for BIA's Title I in which the PAC from White Shield was not included. "Only Balliet and Vern Johnson went and were paid by Title I funds. The Tribe petitioned to have BIA spend its own money" and were apparently successful. The other concerned an application by an Evonne Fox from White Shield for a teaching position at the White Shield School and her not being accepted. She had to take a job outside the state. The following are some comments made by the councilmen during our discussion of White Shield School.

> 'A fifth grade teacher with a Physical Education degree will be rehired if she goes back to school this summer and takes elementary education courses."
>
> "The principal seems to have lost all responsibility to the Indian people."
>
> "They don't publish Indian students names who make the honor roll."
>
> "Executive sessions called when Indian parents get together and attend" school board meetings.

The preceding statement was related to the evaluators several times during the course of the evaluation and a specific meeting was referred to but no documentation was available.

INTERVIEW WITH DIRECTOR OF FORT BERTHOLD COMMUNITY COLLEGE

Phyllis Howard, Director, Fort Berthold Community College,

New Town, generally supported the opinions of the tribal councilmen and the information included in Dr. Leitka's report. In her opinion the White Shield Indian Community was seeking an "equal voice" in the operation of the school.

INTERVIEW WITH MR. BICKNESE, CHIEF SCHOOL ADMINISTRATOR

The following were identified by the chief school administrator as directed to parent involvement in the school: BIA Title I, Indian Parent Advisory Committee; District Title I (State), White Parent Advisory Committee; Title IV Indian Parent Advisory Committee; and the Parent, Teacher Association. He then described the objectives for the parent involvement program as follows: (1) content input, (2) informational, (3) educational and (4) motivational. Generally, Mr. Bicknese said he desired to have the parents "feel this is your school." When asked what role, if any, did parents have in the school program, Mr. Bicknese replied that the parents role in the secondary school was "limited". He did indicate that parents "sometimes" were involved with the band. He then made reference to Mr. Johnson, elementary school supervisor, and a session he had with parents of the elementary school children in which the testing program was explained. The parents who attended had an opportunity to have their child(ren) scores interpreted. This "informative session" was verified by several parents who were interviewed later. The parents' response was positive. Mr. Bicknese indicated that parent-teacher conferences were scheduled twice a year primarily to discuss the progress of the students.

Mr. Bicknese pointed out that the PTA regulations made it possible that an Indian parent would be President every other year and that this coming school year, 1974-1975, an Indian would serve as President. Furthermore, the PTA's purpose this past year was primarily for education of parents. Contemporary issues, such as drugs, alcohol, etc., were topics for the hourly meetings held monthly. He said the parents had an "opportunity to participate" and had "lots of chances to talk with each other." He added that the PTA was "not a forum for discussion of school policy" but was "used to disseminate information."

Normal attendance numbered 60 people of which two-thirds were White and one-third Indian. On the average, Mr. Bicknese said 50% of the teachers attended. The above attendance figures were contradicted by the five Indian parents who did attend regularly.

Mr. Bicknese said the school board meetings "usually is the place for a forum for parents to bring to the school's attention issues that concern them" and that the cooperative agreement between District #85 and the BIA make them "partners in the operation of the school."

Information is disseminated to the community as outlined by Mr. Bicknese and includes the following:

1. Monthly school paper, "Sentinel"
2. Take Home Slip
3. McClean County Independent--weekly
4. Letters
5. Form letters--academic reasons
6. Student activities card

The chief school administrator responded to the question, "If problems with parents or community affected the program, what steps, if any, were taken to remedy the situation?" by saying, "If I'm aware (of a problem), I try to have a conference with the parent."

Mr. Bicknese offered the opinion that his "relationship has improved with some members of the community." The things he thought he could do to improve the existing situation were by "being more aggressive in that direction" by improving relationships with the community. He then made the comment, "I'm wondering if I might be misjudging the Indian community. If I wanted someone to attend a function, I would invite them." When asked if what he meant by that statement was, "I don't attend the Indian community functions because I wasn't invited," he replied affirmatively. He described himself as a "champion of Indian education" but that the Indian community felt he didn't represent them.

Further clarification of the relationship between the school and the Indian community was presented by Mr. Bicknese in his response to, "What expectations does the community have of you?" He said, "they (Indian community) think I identify with District #85." There are "differences in philosophy--there are those that feel that the school doesn't need the District #85." He went on by saying "I couldn't tell you what the Indian community would do if they had a free rein. I think they would do or support what I do."

Mr. Bicknese stated that the school "provides a good education for both White and Indian." He acknowledged a difference

in cultures between the "White agricultural middle class" who were "oriented toward material things" and the Indian community which he didn't delineate. He did say that there could be a different manner of behavior exhibited by the two groups and that an individual interpreted certain behavior based upon their experience and life style. He said that teachers who didn't understand the cultural differences could have problems with the Indian kids.

Mr. Bicknese expressed the opinion that the "quality of education would be decreased" if the District decides to leave. He supported his statement by referring to a small enrollment, loss of the academic program, the limited extra curricular activities that would be available, the lack of competitiveness the white students provide. He said during the past year there was "almost a complete absence of parents coming to the principal that expressed concern over the educational purpose" of the school and that the "Indian members who are the most vocal are not coming to the school to see for themselves the school program." He also speculated that the reason why the Indian Advisory Board was voted out was because there was "disagreement with the particular element that was on the Advisory Board." Mr. Bicknese stated that this was the faction that requested the evaluation and that they "wanted to abolish the cooperative agreement."

INTERVIEW WITH SELECTED PARENTS

Seventeen adult members of the White Shield Community were interviewed. Included were five people who were named in Dr.

Leitka's report, 11 people who were involved to varying degrees in the community, and one teacher. An in-depth interview was completed with fourteen of the seventeen. The purpose of this phase was to obtain information and responses to compare with other sources. Attention was focused on ways that information is shared, knowledge of school programs, principal's knowledge of community and parents' expectations, role of the District #85 School Board, parents' knowledge of their rights, involvement with the school, and the feelings of selected individuals concerned toward one another.

Of the 14 people interviewed in depth, 12 (86%) had little or no knowledge about curriculum requirements, school policies regarding expectations of the students and parents, procedures concerning the operation of the school program, District #85 School Board policies and procedures and basic rights of parents of school children. Typical responses included the following:

> "No, I didn't get anything."
>
> "No, just what the kids get, you know when they've selected their subjects."
>
> "I can't answer that because I didn't know."
>
> "No, nothing."
>
> "No instances known of students being held back." (One parent did indicate she had had a child held back and had an opportunity to discuss the matter with the teacher beforehand. She expressed agreement with the decision.)
>
> "Nothing is publicized. No information." (The School Board minutes have just begun to be published this past year in the McClean County Independent, according to all respondents.)
>
> "No, essentially no procedures."

The following are representative of the responses to questions designed to examine how the community was involved with the school:

> "We have parent advisory committees for the Title I and Title IV projects."
>
> "Only through Title I and Title IV programs."
>
> "The District has a White committee for the State Title I program."
>
> The PTA, "I think it's controlled by the Whites."
>
> "I used to go, but I don't any more. Very few Indian parents attend." (There were five Indian parents who attended meetings regularly, not 20, as speculated by Mr. Bicknese.)
>
> "People (White) come all dressed up" to the meetings.
>
> "Parents had to request a testing program. It began two years ago."
>
> "I'm not aware of any objectives of a parent involvement program."
>
> "Parents sometime go on field trips." (This occurs according to respondents in the elementary school.)
>
> "Only title meetings and once Mr. Johnson, had a meeting to explain achievement scores."
>
> "No plan for parent involvement."
>
> Parent-teacher conferences "started this past year for every grading period."
>
> "It's supposed to take 10 minutes but sometimes it takes longer."
>
> The topic of the conference is "report cards, generally how the kid is doing."

An indication of the parents' feelings toward the school, particularly Mr. Bicknese, is presented below. It was asserted that during the school year of 1971-72, the

> White Shield Community through their community meeting presented a resolution, read by Nathan Little Soldier, then Chairman of the Three Affiliated Tribes, which requested that both Mr. Balliet and Mr. Bicknese be transferred. It expressed and defined issues that are similar to the present situation. Community of Mandaree supported Mr. Balliet, by petition, and that he be retained in his position. He had been the principal at Mandaree about 1955.

Phillip Ross said he thought he still had a copy of the resolution at home but there wasn't time to get it. Mr. Ross identified a Bill Jones, a Don Black, and Pete Schmidt as being witnesses because they attended the meeting. Mr. Balliet appears to be still in the center of the controversy as indicated by the following which appeared in the Tribal Business Council Special Meeting minutes dated May 2, 1974.

> Ted Bolman, Jr., discussed Mr. Balliet's position as BIA School Superintendent, Indian Education, and not working for the Indians. He desired the Council's feelings as to the above. Nathan Little Soldier stated that it was his understanding that Mr. Balliet was unhappy about going to White Shield so to leave this question as is.

Phillip Ross related an incident of 5-6 years past while Community President, he "was told that it was 'none of your business' when requested to see the budget of a school activity."

"I think it (feelings toward principal) is poor, as far as I am concerned." (This respondent stated she was generally satisfied with the progress of her child in elementary school.)

An assertion that "48 students from White Shield School area went elsewhere because of parents and students feeling dissatisfied with the school."

Mr. and Mrs. Schettler (a District #85 board member) sends their three children to Garrison, 30 miles away, because of dissatisfaction with the school and the principal. He indicated he isn't running for the school board again because "I accomplished nothing." Mrs. Schettler recalled that four years ago while a BIA substitute teacher, she suggested to Mr. Bicknese and the District #85 board, the upgrading of the math instructional program. She subsequently was not rehired.

"Just recently a parent reported that their child was slapped by an aide (White) which caused the kid to bump his nose and to bleed. As far as we know, nothing ever came of it. No disciplinary action." Mr. Bicknese confirmed the allegation and related that he could do nothing official unless the charge was in writing.

Other statements which give insight into the feelings of the respondents toward the school and principal are included below:

> "Yes, but it would be a waste of time."
>
> "What's the use!"
>
> "No choice, the students have to suffer it out. No use!"
>
> "Well, we do but I don't know whether they listen to us."

The above are responses to a variety of questions from the Parents' Rights Questionnaire.

In response to whether a respondent favored an all Indian Board who would serve jointly with the present board, the following statements give insight into the issue.

> "I think it would be nice. Everybody's not in favor of it, but I think it would be nice. It would help the school."
>
> "Definitely."
>
> "All we want is an equal voice."
>
> "We've been hurt every day. When you start to speak your piece, asking for justification, then they say these things, threaten you, and I don't think that's right."

Mr. Ross paraphrased a letter written by Mr. Balliet with the following comment, "This is what will happen, threatening the school district would pull away. He's threatening, he is using that as a whip. That's politics, that's the kind of games they play."

Mr. Ross recalled that,

> "there were a few of them that said that when this boundary was reestablished by the federal government. When that word got around, 'Boy, they went up in the air, ah ha, they're going to kick the White people out. The Indian never said such a thing.' Some White people said they were going to stay because they never heard that from us. Of course it came from the school."

He added, "In all of these controversies that we've had, there hasn't been one thing mentioned about kicking the White kids out. No one has stooped that low." Mr. Schettler interjected,

> "Phillip (Ross), you probably don't hear the rumors. My being a white man, I hear it, you know. I get on the outside and they (certain Whites) say, the Indians say, 'we're going to kick you out' and I have yet to hear an Indian say that they are going to kick the Whites out."

Mrs. Schettler concluded that "What Mr. Bicknese says isn't really true because there are a lot of non-Indian people who are willing to stay and struggle with us."

Mr. Ross pointed out that,

> "The Indian's representative is Mr. Bicknese because he is a BIA man. He doesn't even consult the community or the community board, nothing. He's the big wheel, he's going to say all these things."

Mr. Ross concluded,

> "All we can do is say something in order to try to justify the criticism that one has been exposed to, which are incorrect. Like what has happened to Vance (Gillette). Vance is not a hostile person to say these things. We can show the minutes and the times that Vance came in there for some recommendations. That's his job and I pat him on the back for it and I'll do that for any Indian who tries to have an interest in Indian programs and educational systems--to recommend certain things to better these systems. As soon as we start doing that, then they throw the book at you. So, as it is now, the way that letter is written, they are really cutting his throat."

(The reference is to a letter addressed to Mr. Balliet which alleges that the problems encountered by the White Shield School are the result of Mr. Gillette's activities and his recent involvement in the community. Mr. Gillette's degree was delayed and it was suspected that an unfavorable report, based upon the letter, was forwarded to the University of North Dakota by Mr. Balliet. The evaluators reviewed the letter (no copy was available) and Mr. Gillette's appeal to the University.)

INTERVIEW CONCERNING STUDENT RIGHTS

A brief interview was conducted with Mr. Bicknese to review the disciplinary policies and procedures as they pertained to student rights at White Shield School.

Two documents containing policy statements were obtained from Mr. Bicknese; one from the BIA Manual Bulletin No. 62-1, which superseded the February 1, 1972, memorandum: Interim Procedures for Student Expulsions; the other entitled, Disciplinary Policy to the Students of the White Shield School (see Appendix). In addition, reference is made to the North Dakota Century Code, 1971, 15-29-08 Gen. Powers and Duties of School Board, item 13 on page 185 which reads:

> To adopt, alter, and repeal, when it deems it expedient, rules and regulations for the reception, organization, grading, government, and instruction of pupils, and for their suspension, expulsion, or transfer from one school to another. No pupil shall be suspended or expelled except for insubordination, habitual indolence, or disorderly conduct, and a suspension shall not be for a longer period than ten days, nor shall an expulsion be in effect beyond the end of the current term of school.

Mr. Bicknese outlined the following procedures he uses when confronted with a disciplinary action:

1. Behavior Report Form (BRF) filed by the teacher
2. Principal confers with student reported (Teachers can be invited by student)
3. If student acknowledges the reported behavior and promises to correct the misbehavior he can return to the classroom. This would end procedure.

4. If student doesn't admit behavior is unacceptable, he is suspended, usually for 3 days. The student and a letter are delivered to the parents.

Mr. Bicknese pointed out that this "isn't a cut and dried policy" and that each case is determined individually. Mr. Bicknese cited the policy entitled, "Disciplinary Policy" when describing reasons for suspension. He commented that the BIA "policy was not available to the White Shield School until February or March" of this past year, "after the cheerleading incident." By Mr. Bicknese's evaluation the "three day suspension was effective." No records were made available to the evaluators concerning suspensions and expulsion. He did report that there were no expulsions.

During the interview with Mr. Bicknese, reference was made only to Indian students who were suspended or had B.R.F.'s filed with the principal. When asked if there were ever any White students reported or suspended Mr. Bicknese replied, "Oh, sure," but was unable to cite a specific example.

The primary concerns described by the principal were "defiance of authority" and "student control". He expressed the opinion that privileges were denied when students behaved irresponsibly. Students were rewarded for appropriate behavior and punished for inappropriate behavior. Mr. Bicknese referred to an Activity Suspension Review Panel whose role it was to make a determination as to whether or not students brought before it should be denied the privilege of participating in school activities.

Mr. Bicknese was asked if there was a mutually respective

policy that permitted students to file a behavior report form on a teacher, and he replied, "No, there isn't one." Throughout the discussion he referred to his policy of "supporting my teachers," and when confronted with the question "Who supports the student?" he had no reply.

Further insight into the conditions that exist pertinent to this topic is provided by two District #85 board members. Mr. Schettler asserted,

> "There hasn't been but a very few people who come to the Board with any complaints or anything. Very few Indian people, because they don't think they are welcome there, for one thing, and I know they got reason to think so. Everything goes through Bicknese and that's where it gets stopped. He doesn't bring to the Board--it's like all these discipline problems that have come up in the school--we haven't heard anything about them until just lately. None of them suspensions ever came before the board."

Mr. Ross contended that the "State adopted policies are guidelines to be used by the local districts to develop policies unique to the local situation. We don't have any."

One last illuminating incident that focuses attention on the expectations the principal has of students. Mr. Bicknese provided the following account of a request by a student. Tracy Packineau, Jr., was encouraged by Mr. Bicknese to get approval from the Student Council to select a representative group of students to meet with the general faculty members along with the principal for the purpose of discussing issues the students felt could be improved. In Mr. Bicknese's judgment, "The meeting was

not too productive. The students were not organized and had no specific suggestions to make."

INTERVIEW WITH SCHOOL BOARD MEMBERS

The purpose of this interview with Mr. Phillip Ross and Mr. William Schettler was to ascertain the role of the school board in relation to assigned topic. Also, to attempt to find out what knowledge and involvement the Indian community had with it.

The preceding quotes from the board members provide specific incidents and descriptions of situations involving community people. Together with the reports below, insight into the existing conditions should be attainable.

The following is a summary of the responses collected during the on-site visitation. It has only been in the past year, since the board minutes have begun to be published in the McLean County Independent that the Indian community has begun to become aware of the school board meetings. Very few Indian people attend the meetings. The time of meeting depends upon seasonal conditions, but usually 1:00 or 2:00 p.m. the first Tuesday of every month at the White Shield School. The agendas are made by Mr. Bicknese (unconfirmed data) and voting usually by a show of hands. The meetings must assure equal representation. Much of the meetings involve fiscal matters and minutes of the meetings don't reflect discussion conducted during the meetings. Parents were not aware of adopted standards or regulations adhered to while functioning as a board. Reference was made by meeting held 2-3 years ago when a large contingency of indian people in attendance were

asked to leave because of an executive session being called.

The following are excerpts from the February and March board meeting minutes which describes a relationship to the BIA. During the March 12, 1974 meeting, Mr. Schettler asked to make a correction to the February board meeting minutes and then suggested that Mr. Bicknese contact Mr. Balliet by telephone. Mr. Balliet's opinion was as follows, "It is my opinion that the minutes should remain as they are and that the Tribal Education Committee should consult with or make recommendations to the Bureau Education office on the selection of evaluators."

However, it was moved by Schettler and seconded by Ross that the motion be amended to include the Tribal Education Committee along with the BIA and District #85 in the approval of the selection of the evaluators. Motion carried.

As far as Mr. Schettler and Mr. Ross are concerned, the Board was never consulted in the selection process of and in acquiring the services of NITRC to do the evaluation.

In the Teachers Manual for the White Shield School, on page 13, paragraph 9, entitled, "Policy Making," states, "you are cautioned to use extreme care and judgment in making statements. Decisions and commitments concerning policy are nearly always entirely the responsibility of the principal. In turn, these matters are subject to review by his superiors."

Mr. Bicknese told the evaluators that the "Board doesn't make policy independently. It generally makes policy as identified with the principal."

Also pertinent to this topic is the principal's Position Des-

cription. Excerpts from that document follow; under A. Supervision and Guidance Received, "Subject to approval of the supervisor, incumbent develops special courses and materials necessitated by the cultural background of the students." Under B. Representative Duties, paragraph 3, "Responsible for maintaining high morale among the staff and student body and good relationship, based on common understanding, among teachers, pupils, and parents." Paragraph 5,

> Serves as a leader and advisor in the community served by the school. Visits the parents of the children, organizes clubs and other organizations which will stimulate interest in education and community growth. Maintains close working relationship with community leaders in an effort to build up a community spirit. The incumbent is involved in all the EOE activities in the community, serving as administration advisor on committees made up of community leaders. These functions include "Head Start," "Kindergarten", "Neighborhood Youth Corps", "Guidance and Counseling", and various programs under P.L. 89-10, and other recent legislation in which the Bureau of Indian Affairs is involved with tribal leaders.

Paragraph 6,

> The unique cooperative school agreement between the Bureau of Indian Affairs and White Shield School District #85 with a 50% Indian and 50% non-Indian enrollment requires that the incumbent act in a dual capacity of administrator for both the Bureau of Indian Affairs and White Shield School District No. 85.
>
> The incumbent is directly responsible to the Board of Education of the White Shield School District for the administrative duties required of all public school superintendents in North Dakota as per Bureau of Indian Affairs contract.

INTERVIEW WITH ACTING AREA DIRECTOR FOR EDUCATION

On Friday, May 24, 1974, the evaluators met with Mr. Richard Whitesell at the Aberdeen Area Office. The evaluators requested several documents and other information. Mr. Whitesell and his staff, particularly Ms. Betty L. Drapeaux and Ms. Melvinia Greffe, supplied practically everything requested without hesitation. The evaluators had outstanding cooperation from the Education Branch.

Mr. Whitesell related there was no written policy regarding the transfer of Indian students from federal schools to the public schools. Johnson O'Malley was cited as one written policy for contracting with public school districts. He also pointed out that a tribe could not contract with a public school district because the state doesn't recognize the tribe as an educational agency.

Mr. Whitesell was of the opinion, supported by the secretary for the Assistant Area Director for Education, that "the solicitor never sees the cooperative agreement and the process doesn't include routing through the solicitor."

CONCLUSIONS

In analyzing the data presented in the preceding pages the following rationale was utilized in arriving at the subsequent conclusions.

> "The Democratic Versus the Traditional Classroom
>
> Whenever an autocratic school community still exists, the traditional methods of motivating children through reward and punishment, through pressure from without, are usually sufficient to achieve the limited results that the teacher desires. All the teacher has to do is teach; the children's obligation is to learn. This is no longer true in a democratic setting...
>
> A democratic atmosphere does not imply anarchy and permissiveness; order cannot be established by domination. In a democratic society, freedom and order are necessary, unlike an autocratic society where the two are mutually exclusive. Permissiveness invariably leads to anarchy, while force and power often induce rebellion.....
>
> Once the principles of sharing responsibility is understood by the teacher, she will not find it difficult to apply.....teachers vacillate between imposing their will on the children and letting them dominate them.....The democratic way is to help the children to enjoy learning what they ought to learn. The crux of the matter is: what should they learn?..... It does mean the necessary process of discussion, of coming to conclusions by considering the issues from all sides." Rudolf Dreikurs, et al, Maintaining Sanity in the Classroom: Illustrated Teaching Techniques (New York: Harper & Row, Publishers, 1971), pp. 172-173.

The typical leadership behavior is depicted as follows:

Autocratic	Democratic
Dominate and make all decisions.	Offer choice situations.

Autocratic	Democratic
Allow little group initiative	Encourage group initiative and planning
Keep all responsibility	Delegate responsibility
Make and enforce rules	Encourage the group to formulate guides for conduct.
Demand respect from members.	Encourage mutual respect for each other.

(Don Dinkmeyer and Gary D. McKay, Raising a Responsible Child (New York: Simon & Schuster, 1973), p. 210.

The lack of any written policies identifying specific objectives of the Community-Parent-School relationship made it difficult to evaluate any on-going involvement and participation of the Indian people in the school affairs. The evidence collected clearly indicates that the relationship between the community and Mr. Bicknese, who has the primary responsibility for the school program as per BIA job description and per cooperative agreement, is less than satisfactory. His approach to running the school, has alienated a segment of the Indian community so as to put the school system on the verge of not being able to function because the parents no longer believe in it. It is apparent that the community has lost its trust in the school. Most of the Indians interviewed agree that the Indian community has been denied any real responsibility in running the school, their opinions are not being honestly sought and they are seldom seriously listened to by officials who have the power to act and who are supposedly accountable to them. Many of the White Shield Indian residents feel that they have continually been manipulated,

fooled, ignored and used as if they were untrustworthy and irresponsible. Many of the respondents expressed a feeling of powerlessness; however, it is far more degrading and dangerous to be told one has the right to self-determination and then at each attempt to exercise it, to be slapped down, overruled, and then asked to support the educational program of the school.

The pattern of inconsistency permeates throughout the system as exemplified by the suspension and disciplinary procedures practiced by the chief school administrator. Socrates said a long time ago, "Before you teach, know your human subjects." There is very little evidence that there has been a systematic effort by Mr. Bicknese and his supervisor to provide the leadership that would enable a greater understanding of the patrons of the White Shield School. On the contrary, it appears that the seeds of dissension and distrust are planted within the community by the school administrators.

No information, and what is worse, false information, is apparently being provided to the community and the consequences are emerging. A competitive atmosphere does much to break down good group relations. It doesn't provide a person a feeling of worth or equality, it makes one feel superior and the other inferior. When this happens and the individual sees himself competing for his own superiority, cooperative efforts become impossible; communication of ideas, coordination of effort, friendliness, and pride in the community diminish and could eventually disappear.

When movement is from an autocratic atmosphere to a democratic atmosphere caution is of utmost importance. A person who is

accustomed to being dominated and controlled from without will have a tendency to react by "running wild". A lack of self-restraint from within poses a problem for the person who has learned to accept outside pressure to force him into submission. (Kurt Lewin, et al., Patterns of Agressive Behavior in Experimentally Created 'Social Climate', Journal of Social Psychology, Vol. 10, 1939.)

In conclusion, the basic findings of this report are that the White Shield School District #85 School Board and the Bureau of Indian Affairs, whose agent is in charge of the school, are failing to involve the Indian parents of the community as active participants in the on-going school program to the same extent as White parents. This is contradictory to the BIA regulations described under Johnson O'Malley programs and applicable in this instance that "provide that local school districts 'shall, through local Indian representation, provide opportunity for Indian people to be consulted on matters pertaining to school curriculum, special programs and other matters related to the education of their children.'" (U.S. Commission on Civil Rights, American Indian Civil Rights Handbook, Clearinghouse Publication No. 33 (Washington: Government Printing Office, March 1972) pp. 56-57.)

The findings pertaining to students rights and suspension procedures as they are implemented by the principal can be summarized by what the National Juvenile Law Center issued in a statement in 1970 on the rights of children, the key being, "Youth or juveniles of today are the most discriminated-against class in the world." (Rubin, Sol, "Children as Victims of Insti-

tutionalization", A Reprint by the National Council on Crime and Delinquency from Child Welfare, Volume LI, Number I, 1972.) The students are presently not afforded the same due process as guaranteed to the adult members of the school, vis-a-vis, no mutually respective policy that permits students to file behavior report forms on an adult.

RECOMMENDATIONS

Throughout the foregoing evaluation activities, a needs assessment of the Community-Parent-School relationships and students rights were conducted to identify ways that the existing conditions could be improved and contribute to an educational program that would subscribe to the view presented by John F. Bryde in the Guidance Monograph Series, Series VI: Minority Groups and Guidance entitled Indian Students and Guidance published by Houghton Mifflin Co., Boston 1971.

> To answer the question, then, as to what will motivate an Indian is to ask, 'What does the Indian want?' The Indian, as a human being, has the same wants that any other human being has: self-acceptance, acceptance from others, and self-fulfillment. These wants are sometimes called the 'triple goal' which is intrinsic to human nature and common to all men in all cultures. The acts that one will select to gain self-acceptance, acceptance from others, and self-fulfillment will be those which he learns in his culture. These acts, in turn, become learned needs (act needs) intrinsically connected and leading to models of human success as perceived by a given culture... Whereas all men will share the triple goal, they will not necessarily share agreement as to what acts lead to the triple goal because these acts are intrinsically connected to models of human success as perceived by a given culture...

> An Indian, then wants the same triple goal---self-acceptance, acceptance from others and self-fulfillment---that everyone else wants. The acts leading to this triple goal will not necessarily be those selected by the white man because the Indian does not have the same notion of human success to which these acts are intrinsically connected. If a school wants to motivate an Indian, then, it must create conditions in which he can pursue models of Indian human success and pursue these models with culturally induced acts (value acts) intrinsically connected to such models.

The following recommendations are offered to the person(s) with the responsibility and authority for the operation of the White Shield School from the perspective that it remains their decision to implement any or all of the succeeding statements:

1. Insure that once a voter meets the basic voter qualifications his vote is weighed equally with those of every other voter. The districts must have approximately equal populations to ensure the "one man-one vote" rule or the membership of the District #85 School Board be increased to seven (7) with the additional two (2) being elected from the Zeigler district.

2. To assure a process of shared decision making, the local school board and the patrons of the school should hold public discussions to make certain that all opinions and information are considered in the making of policies and prodecures for the school.

3. If a democratic approach to living is to be maintained between the school and the community, regular meetings

are as vital as are the scheduled sessions of Congress. The following offers a framework based on democratic principles that can be used in conducting the meetings.

a. A regularly scheduled date should be set for the council to meet. It is not advisable to call a meeting whenever one member wishes; nothing is so urgent that it must be settled right now.

b. All members of the community are invited to participate; however, participation is not obligatory. Since the absence of a member can be used to reach decisions he may not like, most members will attend.

c. All members participate on equal footing, so each one has a voice in the agreements. Everyone should be urged to contribute and express his ideas. However, any member who disrupts the session can be asked to leave if this is the concensus of the others.

d. The chairmanship rotates, so that each member experiences this privilege and responsibility.

e. The maintenance of parliamentary order provides each member with the opportunity to express himself freely and with the obligation

to listen to others. If sessions are used to preach, scold, or impose their will on others, the council is not democratic and fails in its purpose.

f. In the absence of a decision by the council everyone has the right to do what he considers best, but no decision that affects others has validity, unless it is approved by the council. In most conflict situations (during the interim between council meetings) it is usually sufficient to withdraw and wait until the scheduled meeting.

g. The council should not be a "gripe session" but a source of working out solutions to problems. Each person expressing a complaint is expected to present his suggested solution. It is important that the emphasis is always on what we can do, rather than on what any one member should do. It is important that decisions made during the council meeting include a plan for action if and when various members do not carry out what they decide at the meeting.

h. Parents are usually afraid of wrong decisions--usually proposed by children or young people. However, these can be used to advantage; conse-

quences of decision making should be experienced by all. At the next meeting maybe better solutions will be agreed upon.

i. Once a decision has been made, any alteration has to wait for the next session. In the interim, no one has the right to decide on a different course of action or to impose his decision on others.

j. The council is the only authority. No individual can lay down the law, make decisions for others. At the same time, no one person has to shoulder the full responsibility for the well-functioning of the council. If the community is willing to accept the council, they do not need to feel guilty if things do not always go as they should. It is more important that the members accept their responsibility than to have things going smoothly all of the time.

k. Instituting the council requires the realization that a fundamentally new and untried course of action has begun. Adults and children alike are not prepared for it. Members may be afraid that this is another trick to make them behave and do the things they do not want to do, and parents fear demands and decisions by others that are out of place. But if the difficult period can

tolerated, its effects should be highly beneficial for all concerned.

The details on the above mechanics of the council have been adapted from articles by Rudolf Dreikurs' The Family Council and Mrs. Roberta Moltmann's The Challenge of Parenthood which is included in Vicki Soltz's Study Group Leaders Manual (Alfred Adler Institute of Chicago, 1967.)

4. Establish a District #85 Parent-Student-Community Personnel Committee to participate with the School Board and the BIA in recruiting, interviewing and selecting school personnel.

   Mechanics can be agreed upon during the "Council" meeting proposed above.

5. Parents and students should be involved in establishing a procedure for evaluating staff performance. Listed below are two sources of material and ideas to help parents discuss and define what is a good teacher and/or supervisor:

   United Bronx Parents
   791 Prospect Ave.
   Bronx, New York

   Educational Research Service of the American Association of School Administrators
   National Education Association
   1201 16th St., N.W.
   Washington, D.C. 20036
   (ask for booklet, "Evaluating Teaching Performance")

6. Establishment of Parent-Student-Teacher Committee to complete the following tasks:

   a. How to improve--or change--the report card system.

   b. How to improve--or change-- Homework Policies.

   c. How to Have a Good Parent Teacher Conference. Points to consider in order to help the teachers do a better job and to improve the school follow.

      - Parent conferences should fit schedule of parents and classes don't have to be dismissed to allow for this, i.e., arrangements made to supervise the students in assemblies, gym programs, in classes with other teachers while the regular teacher meets with parents.
      - All conference should not take place on the same day.
      - Parents should be given a reasonable length of time (i.e., 30 minutes) and a reasonable amount of privacy.
      - Arrangements should be made for parents who bring small children.

   d. How to Change the Cumulative Record System. A review and clarification of the procedures for keeping and using cumulative records be provided for at least the Parent-Student-Teacher Committee.

   e. To determine and define responsible <u>pupil and teacher behavior</u>. Their recommendations could be presented for approval to the "Council" cited above and then published and distributed.

   f. To Define and Construct an Effective Grievance Procedure.

7. Establish a representative committee of parents to de-

sign and negotiate a "contract" with District #85 and BIA so that their rights can be guaranteed. Such a contract should include grievance machinery so that parents may appeal any action they feel is unfair. And, of course, for such an agreement to work, there must be a provision for consequences if stipulations of contract are ignored.

8. A climate must be established in the school in which parents and students are respected; where their contributions are welcomed; where their questions are answered and not ignored. Maybe if this happens, the school will begin to serve the children -- instead of the system.

ADMINISTRATIVE LEADERSHIP AND ORGANIZATION

> "At the start of the 70's, there was little agreement regarding the future role of the school leader. Most observers agree, however, that the typical principal of the present must either change, or be eliminated or replaced."
>
> (Guidelines for Evaluation - The School Administrator; Howard J. Demeke, Arizona State University, 1972)

INTRODUCTION

The constituency of educational institutions have arisen to a position of demanding more involvement, accounting and other responses from the institutions that it requires administrative know-how that most educators do not have. The administrator today is expected to ascertain and know the desires of his public and to satisfy them as economically as possible. The requirements of a good school administration has always required that attention be given to the various publics, students, parents, the overall community and teachers; however, the situation that faces the modern principal is much more complex. One of the greatest difficulties facing an administrator is to ascertain the wishes of his publics. Quite often the public appears to be fragmented and unidentifiable; or if it can be singled out, its identity is covered by a vocal, if not a militant, minority. The entire problem of identity is complicated further when there is more than one vocal minority. Todays minority group may be ethnic, racial or political in nature. Most likely all three types exists in a community, with each group divided into sub-

groups. One of the great and responsible tasks faced by the school administrator is to listen to all groups, and then arrive at a decision about what ideas or demands are the best for students over whom he has the final responsibility.

Another expectation that an administrator must deal with is accountability. This does not refer to accountability in a financial sense, but as relates to an instructional audit. The school's public wants to pin the responsibility for the students achievement or failure at learning on the school. They want to be able to understand what the educator is saying and the learning processing that he is applying.

Skills in communication appears to be a requirement for an administrator so that he can properly inform his public on what they can hold him accountable for. In order to be held accountable for the students success or downfall, the administrator should see to it that the goals and the specific objectives of an instructional program are stated in clear, concise and measurable terms.

In order to be accountable for anything, a person who is held responsible should have control over the factors that influence the success or failure of his undertaking. The problem for education administrators is that he is rarely in control of his resources. The Board of Education may not agree with the administrator. The sources of the school's money supply comes through a legislative body whose priorities may change quickly. Teacher unions and civil service requirements have also made it difficult for the administrator to fully control his resources.

Many critics have blamed teachers for the ineffectiveness of schools. This blame is misplaced because teachers do not run schools. The principals are both the de facto and de jure managers of the entire school operation. The school enterprise is so large that it is often difficult to gain an access to make needed improvements. But standing at the school house door, the principal is easily identified as the one who makes or breaks the school. The principal is perceived as a person who can make something go or thwart it.

The principal of today is caught in the middle. He is supposed to speak for his school, his teachers, his pupils, and the community, hoping that he is providing everybody with the requirements and elements of good education. At the same time, he is supposed to represent the school board and the central office of the local school system and enforce their policies. It is difficult to harmonize the two functions. The White Shield principal has an even more complicated role. His public, unlike the usual school district, also includes the Federal Government and another class of clients (the American Indian) who have a special relationship to the Federal Government and to whom special services are provided.

On the surface the administrative and organizational structure of the White Shield School appears to be uncomplicated. The chief administrator of the school (principal) is responsible for all aspects of the school operation. He is directly responsible to the Education Program Administrator of the Fort Berthold Agency of the Bureau of Indian Affairs. The Education Program Admin-

istrator is responsible to the Assistant Area Director for Education, Aberdeen Area Office, Bureau of Indian Affairs, who in turn is responsible to the Area Director. In reality the administration and the school organization is complex and intertwined with the local School District #85.

OBSERVATIONS

Chief School Administrator (school principal)

In this report the White Shield school principal is referred to as the Chief School Administrator. This title was bestowed upon him by the evaluators because they were not sure just what is his title. According to the Bureau of Indian Affairs and his position description, he is a principal. Local school district #85 and the district school board regard him as a school superintendent. This latter title is probably informal or honorary since the evaluators could not secure a job description designating the incumbent White Shield School chief school administrator as a superintendent from both the district school board #85 and the office of the McLean County school superintendent.

The two titles used to refer to the White Shield School administrator is an example of the confusion over who runs the White Shield School.

The cooperative school agreement executed by the Bureau of Indian Affairs and School District #85 sheds no light on who is responsible for the school operations. Rather it is a confusing, conflicting and a contradictory document that is subject to several interpretations. For example, section 1 of the agreement

indicates that the 223 elementary pupils and 100 high school pupils will be educated in the Federal Indian school and that all monies provided by School District #85 for the operation of the "Federal School" shall be deemed tuition payments. The total number of students referred to includes Indian children. According to school enrollment figures given to the evaluators, there are a total of 303 students in the school, 208 in the elementary and 95 in the high school.

Approximately one-half of the students are Indian. It is implied under this section that the Bureau of Indian Affairs will operate the White Shield School, a BIA facility, and provide education for 323 pupils who are the responsibility of School District #85, including Indian students, and that tuition payments will be made to pay for expenses of this service. There is no mention of the school board being empowered to operate the school. Section two implies that the Bureau of Indian Affairs will operate the school in accordance with policies established by a joint action of the BIA, the school board and the District. A statement that the District will have regular meetings during the year as required by law seems to be incongruent since nothing in the agreement has been mentioned that would authorize the school district #85 to act with authority in connection with the operation of the school.

In section 13 of the agreement, a statement is made to the effect that School District #85 shall have the privilege of using a portion of the White Shield School building as are needed to provide school for those children whom the school district is

responsible for educating. Is there another group of children in addition to the 323 pupils, elementary and high school, mentioned in section 1 whom the district has turned over to BIA to educate, and whom the district now must educate in portions of the White Shield School? Is the statement in section 13 referring to non-Indian children? This section seems to contradict the statement made in section 1 which says that the BIA will assume the responsibility of educating all school age children in District #85, including Indians. Yet section 13 makes a contradictory statement implying that the district will assume responsibility for educating children for it is legally responsible for, using the White Shield School under a "lease" type use right. If the school district is responsible for educating all children, including Indian, then this section gives the district the right to operate the entire school. If the responsibility of the district excludes Indian children, then the statement implies that the district will independently operate an educational program for non-Indian children in portions of the school building while the BIA operates its own school for Indians.

The contradictions noted in the cooperative agreement with reference to who is responsible for operating the White Shield School permeates throughout the entire school structure, organization and activities. From a legal standpoint, it appears that the BIA is responsible for the operation of the school, educating both Indian and non-Indian. The school district is responsible for educating both Indian and non-Indian but in absence of a facility, it has agreed to allow the BIA to bear the responsibili-

ty, paying tuition costs to offset expenses. The BIA, through Johnson O'Malley funds, probably has supplemented the district funds as a subsidy in lieu of taxes not paid by the Indian people.

The White Shield School is reverse of the usual situation where the BIA is paying certain tuition costs to public school districts for educating Indian children from Johnson O'Malley funds that compensates for taxes lost because of the non taxability of Indian lands.

There does not appear to be any contradiction in the minds of almost all of the White Shield School patrons who were interviewed regarding who runs the school. It is believed by nearly everyone that District School Board #85 has the sole jurisdiction and the power and authority to operate the school with the BIA school principal acting in the role of a District school superintendent who is an employee of the board. The unilateral assumption of powers over the Bureau of Indian Affairs school by District #85 extends even to the relationship between the BIA and the Indian citizens residing within the boundaries of the district. In a letter to the Superintendent of the Fort Berthold Agency (undated) the Chairman of the school board protested the pending referendum "among Indian patrons of White Shield School District No. 85 on the issue of whether the Three Affiliated Tribes shall assume the responsibilities now exercised by the Bureau of Indian Affairs in the operation of the White Shield School." The letter goes on to say that the school district will not recognize the result of the referendum as "a legitimate ex-

pression of the will of the Indian patrons of White Shield School District No. 85" unless it meets certain criteria dictated by the board. In addition the letter states that whatever the results of the referendum, it will not be binding on the board. The latter statement is intended to mean that any action by the Indians will not change the status quo, but in another context it is a truthful statement in that it is a tacit admission that the district is not a party to any negotiation between the BIA and the Indians when it deals with their relationship.

Even though the District #85 school board purports to have assumed broad powers of control and jurisdiction over the White Shield School, this claim to power seems to be an illusion and a facade. The illusion of control and authority over the school is made possible only because it is sanctioned and encouraged by the Bureau of Indian Affairs acting through the White Shield School principal. It appears that the school has no regularly established policies or guidelines and must depend heavily upon the Chief School Administrator for direction and guidance. It apparently does not hold the Chief School Administrator accountable for his actions, i.e. the Title IV application miscalculation. Thus from all appearances, the District #85 school board operates in a vacuum of uncertainty and questionable legal grounds. Stepping into this vacuum is the White Shield Chief School Administrator who acts both as a principal and a district school superintendent.

According to a job description furnished to the evaluators, the White Shield school principal is described as being under

the general supervision of the Reservation Principal (now designated as an Education Program Administrator). In section 7, part B, of the job description the principal is described as having "to act in a dual capacity of administrator for both the Bureau of Indian Affairs and White Shield School District No. 85." In a possible contradiction to Part A of the job description where the principal is described as being subject to supervision by a higher BIA official, section 7, Part B states that "The incumbent is directly responsible to the Board of Education of the White Shield District for the administrative duties required of all public school superintendents in North Dakota as per Bureau of Indian Affairs contract."

Unless there exists another contract wherein the Bureau of Indian Affairs empowered the District school with jurisdiction over its facility and personnel, the only document furnished the evaluators was the cooperative agreement. It was previously pointed out that the agreement does not seem to have specifically designated the district school board to assume any powers in control of the school.

With the Bureau of Indian Affairs having made a decision to place the school principal under the jurisdiction of District School Board #85 as a public school superintendent, as indicated by the job description, and the school board knowing it has no jurisdiction over a Federal employee or being uncertain about its jurisdiction, a state of uncertainty is created and out of this confusion emerges the chief school administrator as a power broker. He is in a position to play whatever tune he desires as

long as he maintains a state of equilibrium sustaining his power and authority. There is evidence indicating that the chief school administrator has been playing a subtle tune of politics and manipulation that will maintain the status quo. These tactics are not bad and a school principal sometimes must use political strategy and do some manipulating if he has to in order to please and placate his various publics, as long as he doesn't forget that his main responsibility is toward the students in the school. It was previously mentioned that the school principal is often caught in the middle and in dealing with his publics he is sometimes caught in contradictory administrative situations. The White Shield chief school administrator is most certainly caught in a middle, but this position has not worked out toward his disadvantage because he has become the power manipulator. This assumption of control and authority has become possible because the school's three main publics are either confused, torn by dissension or disinterested. The Bureau of Indian Affairs officials responsible for the school principal have not held him strictly accountable and apparently taken only a passive interest in providing him with closer supervision and control. The members of the White Shield Indian community are torn by internal dissension and cannot muster the united front to confront the school principal and secure a committment from him to involve them more freely in the school. The District #85 school board does not appear to have developed a strong organization and is seemingly lacking in independent direction. The chief school administrator informed the evaluators that the "Board doesn't make policy inde-

pendently. It generally makes policy identified with the principal."

On the positive side the chief school administrator has run a "tight ship" in spite of the many conflicting situations that has confronted him. The school is fairly successful and can be proud of its many achievements. The students are happy and satisfied and many believe that they have an outstanding school. Most of the teachers are satisfied and they feel that they are working in a fairly good school. The support staff, maintenance, bus drivers, cooks, etc., all seem to be satisfied and pleased with the school. If it is assumed that the Chief School Administrator has fairly unrestricted power he has used it in a manner that has established a good, comfortable and satisfactory climate within the school. On the negative side, assuming that he has a great deal of power, the Chief School Administrator has used this power to strengthen his position with the non-Indian segment of his publics at the expense of his Indian clients, and this has resulted in the growth of the non-Indian influence in the White Shield School.

Mainly, the Chief School Administrator can be faulted for not using his powers to promote the overall growth of the school. He has not used his powers to unite the total community and used his leadership to promote harmony and cooperation. He has failed to keep the total community informed and has not listened to what the school patrons are saying, even though they are overcritical. Instead the Chief School Administrator has become isolated and defensive, blaming critics as inspired by "outside agitators".

He has not used his leadership to develop a program of continuously assessing the school's purposes and intents with the participation of all segments of the community that the school serves. He has not initiated a viable in-service training program for his staff and as a result, his teaching staff are mostly unfamiliar with new teaching strategies and methods. He has not used his almost uncontested powers to take advantage of resources that might be used to introduce innovative and creative programs into the school. Rather he takes the position that he doesn't want to introduce innovative programs into the school for fear that it would polarize the Indian and non-Indians, both students and parents.

The status of the person whom the Chief School Administrator refers to as his "assistant principal" is also confusing. The Bureau of Indian Affairs regards him as an elementary supervisor. He was introduced to the evaluators as the elementary school principal of the White Shield School. Most likely the "elementary school principal" is an assistant to the chief school administrator in charge of the elementary school.

Eighteen teachers interviewed reported there is no regular in-service training provided for them. None of the teachers assist each other to improve their teaching effectiveness. One teacher reported she invited another teacher into her classroom but the teacher's presence presented an interference to students. Apparently, the guest teacher was not included in the teaching scheme for that day but might have been brought in to observe the teaching strategy. There was no significant dialogue on

the part of teachers about self-improvement plans. Several teachers reported they were planning to attend a workshop (or they had recently attended a workshop). None of these workshops dealt with Indian education, Indian culture, or "innovative" teaching schemes which are presently in vogue in other schools. Apparently, there is no interaction of teachers with each other (on a frequent or regular basis) to help each other become better teachers. For example, none of the secondary teachers interviewed have team taught with another. Most teachers reported they do not team teach because they were either too busy or because "the school was too small." All teachers claimed to read professional journals. The teachers who were asked in what specific areas they would like to improve, were unable to readily respond. However, they then offered general vague responses admitting they "could stand some improvement".

With respect to the school budget, the Chief School Administrator appeared to be more familiar with the district funds than he was with the BIA budget. The reason for being unfamiliar with the BIA budget is apparently due to the involvement of the Agency at Fort Berthold and the Education Program Administrator. As a decision maker, the Chief School Administrator is surprisingly lacking in possessing relevant records for making immediate decisions. For example, the Chief School Administrator did not know about the actual expenditures in past years for the district or the BIA. He had no records indicating the numbers of students enrolled and numbers of those transferred or dropped out. The various title program proposals and budget for these

programs were scattered, some at the school and others at the agency. Information on school policies, including student rights, were not immediately available and the evaluators had to conduct a search. Records concerning the school personnel was not readily available and as a result the evaluation report contains little information with respect to the personnel.

Figure 1 shows the general pattern of the BIA organization. The organization of the education component is never clear. The organization of plant management is almost chaotic. The point here is that the organization pattern is not general knowledge, and is not apparent at first glance to the general public. Some of the BIA administrators know the organization. Interaction occurs such as between the principal and the area education office, but is more likely to be negative rather than positive in tone (Figure 1 dotted line). Figure 2 shows the organization of the McLean County school organization.

Although the Chief School Administrator at the White Shield School is regarded as a District School superintendent, he is not entirely subject to control by the county superintendent of schools. The county school superintendent seems to have the authority to intervene or act much more directly with the Chief School Administrator and District School Board #85, but has not chosen to do so. The incumbent county school superintendent was involved in the original cooperative agreement. The county superintendent has a great deal of information but time constraints did not allow the evaluators to spend much time with her.

BEST COPY AVAILABLE

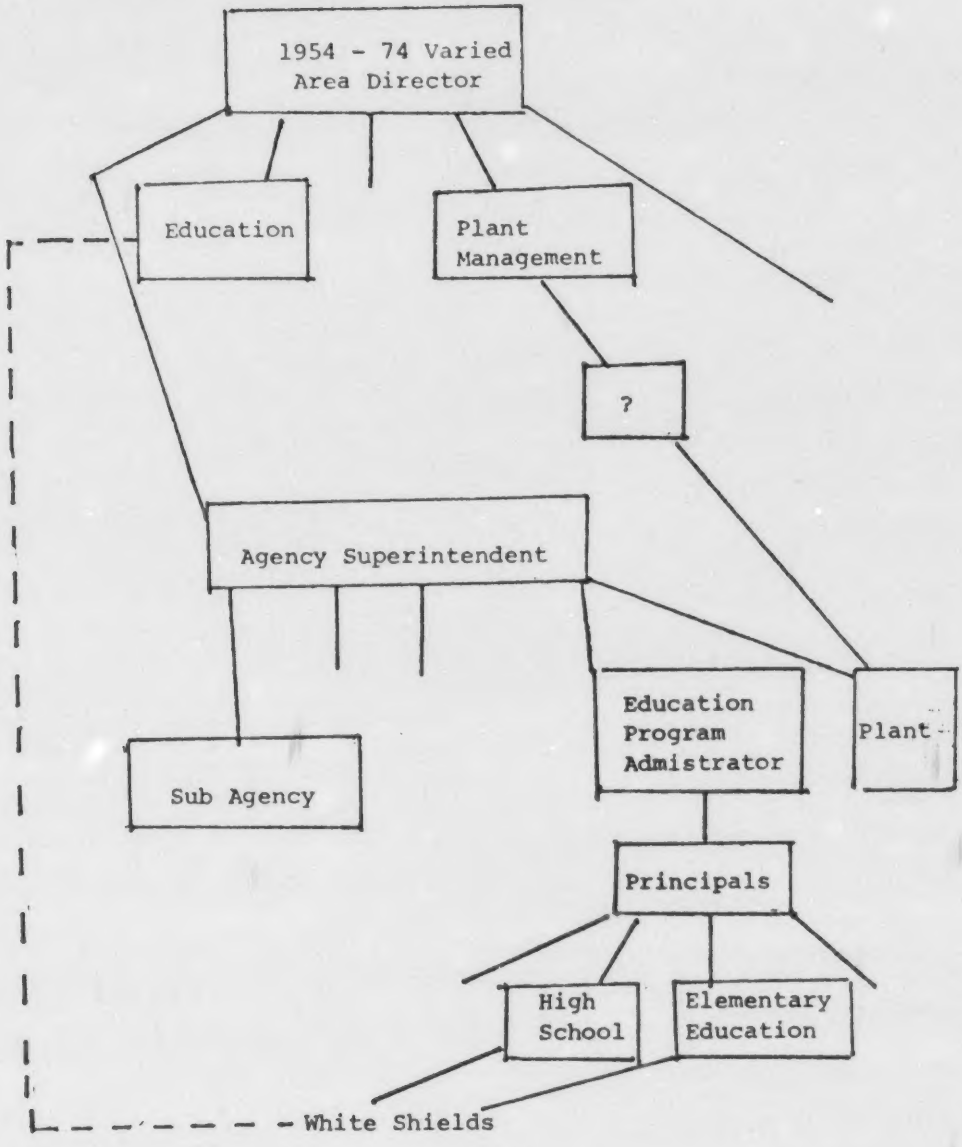


Figure 1

BEST COPY AVAILABLE

McLEAN COUNTY ORGANIZATION

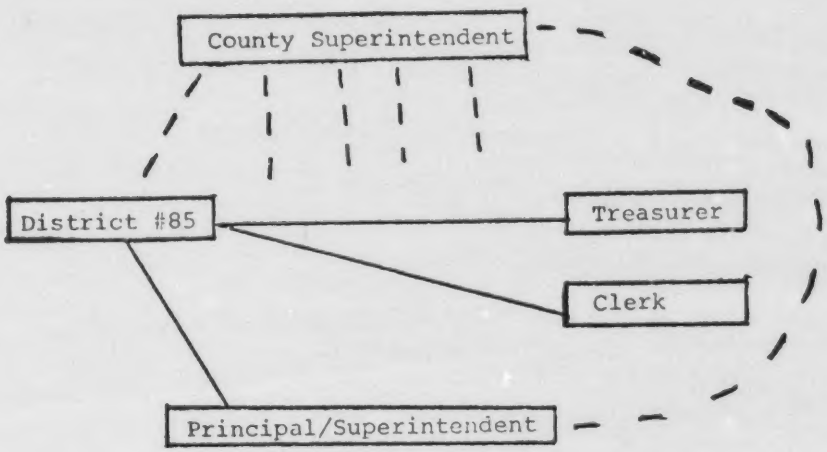


Figure 2

BEST COPY AVAILABLE

THE SCHOOL BOARD

The School District No. 85 school board consists of five members. At the time of the evaluation visit four of these members were non-Indian and one Indian. One of the non-Indian members was married to an Indian and was credited by both Indian and non-Indian as reflecting the Indian viewpoint. The Indian population is concentrated in two districts, Ziegler and Elbowoods. Each district is entitled to one representative on the school board. Ninety five per cent of the Indians are now concentrated in the Ziegler district which includes the White Shield School site, having moved because of housing developments. The Elbowoods district does not have many Indians who continue to reside there and as a result a non-Indian is usually elected to represent this district.

There has been discussion of several alternatives, including the one man-one vote rule, to more equitably get Indian representation on the school board. One suggestion made is to increase the membership of the school board to seven members, with the Ziegler district, which is 95% Indian, getting two more seats on the board, thus having three seats that can possibly be filled by Indians.

The ambiguous nature of the cooperative agreement between School District No. 85 and the Bureau of Indian Affairs apparently makes it difficult for the school board to chart a clear direction in terms of policy making. It is dependent largely upon the guidance and control provided by the Chief School Administrator.

In spite of these apparent ambiguities the school board ap-

pears to have given sound and effective direction to the school insofar as most non-Indians are concerned. Most of the Indian population does not trust the school board and feel that it has not taken into account the special needs of the Indian children who are often having a failing and unsatisfactory school experience.

The White Shield School board employs two people. One of the persons is the district clerk and the other is the district treasurer.

The district clerk obtains vouchers from the principal at the White Shield School and maintains records of payments made to the staff. She writes out the checks and mails these checks or gives them to the employees of the White Shield School. She maintains records of the various title monies and how they are spent. She carries out instructions as to who should be paid under what funds. Mr. Bicknese, the principal, writes out the amount on a voucher which is given to the district clerk. She does not have all the relevant information for the various amounts that come into the school district. She leaves the collection of monies to the district treasurer. She does not know anything about the BIA budget.

The district treasurer is an employee of the White Shield School board. He maintains records of all incoming money, checks and taxes for the operation of the White Shield School. This includes all federal monies, state monies and local district monies. He is aware of the actual amounts that are collected by each of these sources as well as knowledge as to the amounts being spent.

He was most helpful in obtaining all of this information for the fiscal management report.

The superintendent of schools for McLean County was one of the persons present for the initial cooperative agreement when it was formed. She did not sign the original cooperative agreement. Later she was given authority from the superintendent of public instruction of the state to sign the cooperative agreement.

While she has the authority to intervene in the White Shield School and school board activities, she apparently has not done so. Due to lack of time the evaluators were unable to ask her questions as to the various problems at White Shield and the history of the school itself.

CONTROL OF THE WHITE SHIELD SCHOOL

It was frequently mentioned to the evaluators that the issue that has caused the state of unrest regarding the future of the White Shield School is whether it should be placed under the control of the Three Affiliated Tribes, an advisory Indian School Board or an organization established by the White Shield Indian community. Some of the so-called "outside agitators" have advocated the taking over of the school by an Indian group following the experiences of other Indian communities who have successfully achieved this result, i.e. Rocky Boy, the Busby School on the Northern Cheyenne reservation, etc. Recommendations of the Indian control advocates such as the Coalition of Indian Controlled Schools and School Boards have created fears among the non-Indian patrons of the White Shield School that they will be excluded, or

even worse, be faced with enrolling their children in a school run by untried and suspected persons who only will make a farce out of the education business.

The results of the interviews indicate that a majority of the Indian persons interviewed did not want to operate the school; they do not want to contract with the Bureau of Indian Affairs in assuming control over the school; and they do not want to exclude the non-Indians from attending the school. All they are asking for is more meaningful involvement in the school and a recognition that they are responsible and dignified people who can make judgments about the kind of education they want for their children.

Many of the interviewees recognized that something would be lost in addition to the resources coming from the state of North Dakota and District No. 85 if non-Indians were to be excluded from attending the school.

CONCLUSIONS

1. There is much confusion regarding who runs the White Shield School. Even the Superintendent of the Fort Berthold Agency expressed uncertainty about who controls the school operations and he hoped that the evaluation study will provide some insights into how the school should be effectively organized and administered to serve its patrons.

2. The cooperative agreement between the Bureau of Indian Affairs and School District No. 85 is frought with ambiquities and

probably is the source of much of the misunderstandings with respect to school administration.

3. The District No. 85 school board by itself cannot be viewed as a strong, independent body that gives judicious and intelligent guidance to the school administration. It must depend upon the support and sanctions of the Bureau of Indian Affairs. It is controlled and directed by the Chief School Administrator of the White Shield School. From all indications the school board is content to enjoy the largesse from the Bureau of Indian Affairs and has been reluctant to raise any questions that might change its relationship with the BIA. As long as they feel that non-Indians are getting a good education, the board appears to be satisfied with maintaining the status quo.

4. As the result of the vagueness with respect to who operates the school, the Chief School Administrator has emerged as the most powerful figure in the school administration. He operates a school which is fairly successful when seen from the non-Indian vantage point, but it is evident that he has not taken into serious account the special needs of the Indian children. He is satisfied to maintain the status quo as long as his non-Indian constituents are satisfied and he strives to gain their continuing support, while not listening to the complaints from most of his Indian patrons. Much of the difficulties encountered by the Chief School Administrator is the result of simply not keeping in close touch

with the Indian population. It is ironic to observe a Bureau of Indian Affairs person who is charged with the responsibility of serving his Indian constituents view them as "outsiders" who are upsetting the happy state of equilibrium he has achieved with his non-Indian constituency.

5. Curiously the Chief School Administrator's immediate superiors at the Fort Berthold Agency seem to be apathetic and frustrated in determining what kinds of interventions are necessary to assist in clarifying the confusing situation at the White Shield School. The major contribution made by the Agency Education Program Administrator was to keep calling attention to the "work of outside agitators" in creating a crisis for the White Shield School and predicting dire results if the cooperative agreement was scrapped and the Indian people were allowed to operate the school. He never mentioned those concerns that a good administrator always has in mind relating to an on-going process of making needs assessments, re-examining and modifying educational goals and objectives, keeping the school's publics well informed and involved in the school program; constant assessment of the instructional program; and keeping on top of fiscal affairs. Most of the evaluators complained that the Education Program Administrator did not provide them with records they requested and they had to go elsewhere to obtain them.

6. If serious heed is given to the statement by Dr. Howard Demeke at the introduction of this section of the report re-

garding the future role of education leaders, "most observers agree, however, that the typical principal of the present must either change, or be eliminated or replaced", the Chief School Administrator at White Shield, and for that matter the Agency Education Program Administrator, are in need of making drastic changes in their philosophy, approach and tactics in educational administration. It may be that they have alienated an important segment of the school's constituency to such an extent that their good standing with this segment may no longer be retrievable, regardless of how much they do an about face in their concept and practice of educational administration.

7. The aura of status quo that reflects the school administration is indicated by the lack of in-service training programs for teachers and staff that will acquaint them with new developments in educational programming and instruction.

8. There was no evidence to indicate that the Indian clients of White Shield School were desirous of unilaterally taking over the school and then excluding the non-Indians. They appeared to be more interested in getting recognition and a meaningful role in determining the school policy and program.

RECOMMENDATIONS

1. There is a serious need to clarify the question of who is responsible for the White Shield School operations. Basic to answering this question is the need to re-examine and re-

negotiate the cooperative agreement. It is strongly recommended that in the re-negotiation of the cooperative agreement that careful attention be given to the role and responsibilities of the Bureau of Indian Affairs and the District No. 85 School Board.

2. It is recommended that serious thought be given to eliminating the BIA as a part of the educational administration and that it contract the school to a coalition group composed of the District No. 85 and the Indian Tribe or community. The mulitple layers of BIA administration, as ineffective as they appear to be, only results in furthering the school administration difficulties by contributing its own peculiar bureaucratic patterns of stultification. In the process the Civil Service employees may be eliminated and replaced by staff who owe a committment and loyalty to one employer. All indications point to the cagy game of politics engaged in by the school BIA employees to maintain a status quo much to the detriment of harmonious relationship that should exist between the school and the larger community.

3. It is recommended that after the cooperative agreement is negotiated, or some other alternative action initiated with reference to school operations, that a series of in service training programs be initiated for the school board and the school staff, including administrators.

4. It is recommended that every effort be made to prevent the school from becoming isolated as an all-Indian school only.

Much progress has already been made to create an atmosphere of mutual respect and good interaction and relationship among the students and staff within the school, much to the credit of the present school administrator, and further work needs to be done to extend this good relationship beyond the school.

COOPERATIVE AGREEMENT

INTRODUCTION

More than a century of strained relationship between the American Indians and the United States distinguished by strong efforts to assimilate and integrate the American Indian into the general society was temporarily halted in 1934 by the passage of the Indian Reorganization Act. This legislation recognized the right of the American Indian to retain his culture, preserve his traditions and practise his religion, all of which had almost been destroyed by the policy of attempting to "civilize the Indian". In addition, the legislation gave the Indian tribes, among other things, the right to organize themselves as governments with an appropriate constitution and charters.

Soon after World War II cries were heard from the United States Congress that the Indians were being coddled and kept from becoming free and responsible citizens of the country. In 1949, the Bureau of Indian Affairs, responding to Congressional pressure, began preparing a plan for the progressive severing of its relations with certain tribes in accordance with "an index of acculturation".

It also began preparing plans to turn some of its responsibilities such as law and order and responsibilities for educating Indian children to the various states. The sentiment for termination of the Indian tribes from Federal jurisdiction and the phasing out the Bureau of Indian Affairs was embodied in an action by Congress known as House Concurrent Resolution 108 (83rd Congress, 1st session). The resolution declared that "it is de-

clared to be the sense of Congress that, at the earliest possible time, all Indian Tribes and the individual members therof be freed from federal supervision and control....."

During the early 1950's, the Bureau of Indian Affairs began the process of getting out of the business of educating Indian children. Many BIA boarding schools were closed. Indian children began transferring to public schools, and often the BIA school they had attended became public schools. As late as 1969, the Bureau of Indian Affairs was still maintaining that its policy was to transfer its schools to public schools as rapidly as possible. The head of the NITRC evaluation team was conducting a research into control of schools in 1968 (written up in "Who Should Control Indian Education", McKinley, et al, 1969) and he found that the Aberdeen Area was the jurisdiction which most strongly resisted the idea of changing the policy of turning all BIA schools to the state jurisdiction. Area personnel could see no alternatives such as turning the schools to Indian control.

The cooperative agreement involving the White Shield BIA school and the School District #85 is the product of the early termination efforts of the Bureau in ridding itself of the responsibility for educating Indian children.

The Bureau of Indian Affairs and the state education department of North Dakota met sometime in 1954. The minutes of that particular meeting can be examined in Appendix B. The BIA through the Aberdeen Area Director expressed the opinion for a cooperative agreement with the words, "...the Indian Service was willing to lean over backwards to be of assistance in any way

possible to a program of education which would be valuable to all of the students in the area...".

1954 AGREEMENT

As a result of "Cooperative School Agreement" (Appendix C) was formed November 4, 1954 and probably signed by all parties to the agreement prior to January 1, 1955. The following are brief comments concerning the provisions:

1. The BIA Agency office and the district were to operate the school.
2. The Agency and the district were to meet in August of each year to plan operations for the ensuing year. Minutes of these meetings do not exist.
3. The BIA was to make maximum efforts. The district was to "make the minimum tax levy to obtain the maximum amount of the state aid and...all sources"...
4. "No distinction shall be made between Indians and non-Indians in provisions for schooling..." etc.
5. "No distinction shall be made between employees...in assignments..." to guard against discrimination.
6. The agency and the district agree to insure the well being and safety of the children but claim no responsibilities other than those provided by law. Neither say which law.
7. No changes are to be made except by agreement.
8. The contract cannot be transferred, otherwise the government terminates.
9. Members of the federal government cannot take any share in the contract except for the governments "general benefit".
10. The Area Director and the State Superintendent have the ultimate authority.

The above agreement apparently was not understood by the state of North Dakota as expressed in a letter (Appendix C) from the principal to the Fort Berthold Agency superintendent with other documents (Appendix D). These events took place more than a year after the initial agreement for the Eastern segment school which existed prior to the present White Shield School.

INTERIM YEARS

Various changes in the above agreements were made. The basic agreements remained the same over the years (Appendix E). The main addition appears to be the mention of the "community school board", and that the Eastern Segment School became Public School Number 85. The Indian Advisory school board may or may not have been officially recognized. The Indian Advisory School Board existed for a period of time with its own budget for operations and employees until it was terminated by a referendum. The facts of this case were very vague. There was little time to check the facts. The BIA supported this board as long as the community supported it. The federal employees, it is reported, had little trust and convinced the community that it was not for their interest.

1974 AGREEMENT

The fiscal year 1974 agreement (Appendix F) was entered into on November 13, 1973 and had the final signature on November 23rd, 1973. The following are some provisions:

1. The Agency, the School Board and the District agree that the district monies are considered tuition.

2. The Agency, the School Board and the District and the principal are to meet September 1, 1974 to determine operations. Language seems vague.

3. Periodic meetings among the Agency, the School Board and the District are provided. No meetings seem to have taken place however.

4. The BIA agreed to expand its financial committment. The School Board is obligated to make whatever contracts it can. The District agreed to pay $247,215 to pay 14 teachers and school operations that are additional costs to the Agency. The BIA agreed to supplement the district school lunch program, should the services be in danger of decreasing.

5. No distinction among employees is agreed to.

6. No distinction among Indians and non-Indians in all school services.

7. Ordinary safety precautions are provided, but no liability assumed other than that provided by law.

8. The agreement is for July 1974 through June 1975.

9. Any new cooperative agreement must be signed prior to January 15, preceeding the school year it is to be effective.

10. No additional benefits from contracts are allowed the federal employees unless it benefits the government in general.

11. Agency and Area Directors must approve the agreement as does the county Superintendent.

12. The agreement has some legality in that the North Dakota law (Appendix G) allows tuition payments through a tax levy. The BIA cites the Interior Department appropriations Act 88th Congress, but was not made available to the evaluators.

13. School District #85 can use buildings as if the district leased them.

OBSERVATIONS REGARDING THE AGREEMENTS

The following are some opinions and observations of the evaluation team:

1. The Bureau of Indian Affairs appeared anxious to fund a program that would spread cultural assimilation of its Indian charges in the initial agreement.

2. The BIA maximized its effort and allowed the district minimal tax levies.

3. The District through its School Board maintained a great deal of authority while the BIA allowed its Indian Advisory Board to wither.

4. The indian children and the white children were not recognized as being from different cultures with different patterns of learning and with other differential needs.

5. No mention is made to recognize the numbers of Indian and non-Indian populations of the community in hiring practices. The School Board at the present time reflects only one Indian on the School Board.

6. After making inquiries, it appears that the BIA Solicitor has not reviewed any of the cooperative agreements in the BIA Aberdeen area.

7. The Agency and Area Offices of the BIA have signed these cooperative agreements without reviewing the fiscal and/or other committments by the North Dakota State Education Department, County and District.

8. Accounts of meetings to review any of the provisions between the County Superintendent and the BIA Area Director do not exist.

9. Details for fiscal funding and actual committment from the state, federal, and local do not exist for the BIA. All is in blind faith.

10. The BIA decision making with reference to the White Shield cooperative as well as with other cooperative schools (Appendix H) have not been thoroughly scrutinized and seems vague.

ADDITIONAL HISTORICAL FACTS

On or about 1944, the United States Army Corps of Engineers began looking at the many rivers untouched by dams and hydro-electric plants along the Missouri River. They discovered that it was possible to build a dam where, at that time, the Fort Berthold reservation was located. At about the same time the Department of the Interior got ideas on developing the Missouri River as well. Thus two plans were advanced. The Sloan plan and the Pick plan. One sought to build a massive earth dam, the other looked at a series of smaller dams on the tributaries of the Missouri. Both the Army Corp of Engineers and the Department of the Interior combined their efforts under the Pick-Sloan plan and began acquiring millions of acres of Indian lands for their undertaking.

The Three Affiliated Tribes, Mandan, Gros Ventre and Arickara attempted to block these efforts - with little luck. In testimony, on April 30, 1949, Mr. Jefferson Smith testified that in July, 1947, the American Indians at Fort Berthold rejected $5,105,625.00 which the War Department Civil appropriations Act Public Law 296 authorized. However, it was reported in the Senate chambers that the Indians had agreed. In another testimony by Carl Whitman Jr., Chairman of the council of the Three Affiliated Tribes, proposed that the United States make settlement of less than $15,000,000.00 even though it meant that, to the tribe, taking 2/3 of the value of the land and a great deal of loss of annual use and income that would derive therefrom. In this same testimony he asked for three-million dollars for land readjust-

ment and second to give a block of the electric power generated by the dam for use by the tribes. Another person on the same day by the name of Martin Cross, essentially reinterated what the other two had recommended and brought to the attention of the Senate.

Of some historical note is the fact that the Three Affiliated Tribes gave Lewis and Clark protection against the Sioux. Further, they provided Custer scouts against the Sioux as well. The history of the Three Affiliated Tribes revealed that they had been on the side of the government through the earlier crises of the United States history.

As mentioned before, the Garrison Dam came about through the Pick-Sloan plan. Some of the results are as follows: The best bottom lands were taken from the Three Affiliated Tribes, amounting to 155,000 acres. Second, the tribes had to cede all water and shore line rights to the United States Army Corp of Engineers. A third consequence was the reservation was divided into four parts because of the rising water. The parts became inaccessible to one another and traditional patterns of tribal settlement were disturbed so that often people of particular kinship and clan had to be separated.

The division also resulted in resettlement of people without regard to their previously existing reservation communities. Fourth, the Fort Berthold rising flood waters from the Garrison Dam resulted in breaking of the treaties that had been signed. Fifth, the people of the Three Affiliated Tribes were not given a fair price for their land. A sixth result was that the tribes

were forced to sign a contract without ratification by Congress, and one of the terms being that they could have access to certain timbers up until 1950, but the contract was not ratified by Congress in time for them to utilize the timber resources.

Of note are the two main treaties that were broken. The Fort Laramie Treaty of September, 1951, with the United States between the Arickara, Gros Ventre and Mandan. They were given thirteen million acres, but the flood waters from the Garrison Dam left them almost 600,000 acres. Another treaty was signed July 13, 1787, the Northwest Ordinance, Section 3 having to do with the Three Affiliated Tribes and the land which they held.

CONCLUSIONS

1. The cooperative agreement of 1974 is a vague, contradictory document that no doubt is responsible for an air of uncertainty and confusion that permeates through the White Shield School and the community it serves. It is subject to many interpretations and misunderstandings. Records pertaining to the document are difficult to obtain.

2. The agreement obviously was not drawn up by a lawyer. The evaluation team was informed that the agreement of 1974 at least has not been reviewed by the Area Solicitor.

3. The agreement says nothing about the school's intents

and purposes and is silent with reference to how the schools various clients are to be involved.

4. The agreement is an outmoded instrument paving the way to eventually turn the school over to the School District No. 85, pursuant to the termination policies of the 1950's. It does not recognize the new directions that have been evolving in Indian education and which have been given support by the Bureau of Indian Affairs and the Congress of the United States.

RECOMMENDATIONS

1. It is strongly recommended that the cooperative agreement be renegotiated with full participation of all segments of the White Shield community and School District No. 85.

2. In the renegotiation of the agreement, legal assistance should be sought so the interest of all parties are protected.

PERSONNEL PRACTICES, PROCEDURES AND POLICIES

INTRODUCTION

A competent staff interacting responsibly with students and pcers are essential for a good school. All persons who work in the school environment must be members of a cooperating team of capable individuals devoted to common principles in order to achieve the objectives of the school, a good personnel system is essential for good school management.

The purpose of this component was to determine the status of personnel policies and procedures and to evaluate the findings from the standpoint of commonly accepted and recognized standards of personnel administration and recommend ways to improve the personnel program.

OBSERVATIONS

There are 48 staff members at the White Shield School as shown on Table 1. Thirty three of the total staff are identified as teachers, eleven of whom are Indians as shown on Table 2.

It was reported that all teachers have a teaching certificate from the North Dakota Department of Public Instruction.

STAFFING ADEQUACY

The White Shield staff seem to represent diversity of preparation which characterizes a well-rounded staff. According to the 1973-74 Accreditation Report, there were eleven full time teachers, and twenty five part-time employees. Eleven hold a

Bachelors degree, twenty have a Masters degree, and three have special credentials. The Chief School Administrator feels that he has normal sized staff for the school.

PERSONNEL POLICY

School policies affecting personnel are formulated by the U.S. Civil Service Commission, the Central Office of the Bureau of Indian Affairs and the Aberdeen Area Office, BIA, for the Federal employees. District policies cover the employees who are employed by the school board.

Possibly due to the two kinds of personnel at the school, one group of Federal employees and the other district employees, there was no overall personnel policy applicable to both groups. Section 5 of the cooperative agreement states that no distinction shall be made between employees of the District, employees of the school board, and employees of the agency (BIA) in the assignments to duties, rental for quarters, subsistence, and salary or other matters pertaining to employment in the White Shield School. This statement appears to be unrealistic. It is granted that no distinctions can be made in assignment, charges for quarters, and charges for meals, and other mundane matters, but whoever wrote this statement probably hasn't tried to fire or transfer a Federal employee. There is a difference between employing district staff who are ostensibly hired on a yearly basis and BIA employees who are subject to the Civil Service personnel regulations.

In absence of a "personnel policy manual", there does exist personnel practices and policies that cover all employees which

are contained in announcements, memorandums, etc.

Two years ago the Bureau of Indian Affairs eliminated the personnel rating form which appraised the employees in terms of rankings from high superior to unsatisfactory. Performance ratings consists now of either a satisfactory or an unsatisfactory rating. Each teacher has a copy of his or her rating in letter form in his or her personnel files. Apparently, the District teachers do not have such an evaluation policy.

Although these ratings are "scanty", the Chief School Administrator stated that he knows "what is happening in the classroom and could give a fairly accurate analysis of each teacher's performance".

There is no systematic formalized mechanisms of appraising teacher effectiveness accessible to either principal or faculty. The Chief School Administrator stated, however, that he devised "a home made" classroom observation form which he utilizes periodically. Most teachers stated that he observed their classrooms at least once yearly.

The Chief School Administrator described the recruitment and selection process as being a systematic process He utilizes the Teacher Placement Bureau of the state institutions. He informed the evaluators that he involved the school board in making the final selection.

Personnel records are filed following standard personnel practice and appears to be satisfactorily maintained.

The Chief School Administrator meets with the staff in individual conferences, handling each situation on an individual

basis. He stated that he had control over the staff and there was no personnel problems.

CONCLUSIONS

1. Although the two classes of employees with their own unique status exists in the school, it appears that the Chief School Administrator does not have any major personnel management problems. He should, however, develop some systematic means of appraising teacher effectiveness. This appraisal mechanism needs to be integrated into a well-defined and established instructional program. Educators must create a more objective means of defining "teacher effectiveness" than presently exists at most schools. Educators are wont to utilize subjective means of evaluating instructional effectiveness. This practise is not unique to White Shield School.

2. Time constraints prevented a close analysis of teacher recruitment, qualifications, origin of teachers, where teachers received their training and a systematic assessment of teacher attitudes toward the school, students, and parents.

RECOMMENDATIONS

No recommendations are made regarding personnel management practices because insufficient data was gathered by the evaluators to make a proper study and evaluation.

STAFF - WHITE SHIELD SCHOOL

1973 - 74

BIA Employees

Bicknese, Conrad W. ---------- Principal
* Charging, Cleo -------- Tchr., Kindergarten
* Eagle, Veronica T. ---------- Head Cook
* Fox, John Sr. ---------- Bus Driver, Janitor
Gores, Sylvester ------ Guidance, Part Time
Gullikson, Arlene ---------- Cook
Hempler, Donald ----------Shop, Dr. Ed.
* Hosie, Ambrose ---------Bus Driver, Janitor
Johnson, Vernon A. - El. Teacher Supervisor
Kolden, Evelyn K. ---------- Gen. Clerk
* Malnouria, Lena ---------- Tchr., Elem., 2
* Pease, Oliver---------- Guidance Counselor
* Price, Pauline ---------- Cook
Schmidt, Cecil J.------Tchr., H.S., Science
Sitter, Jack P. --------- Tchr., H.S., Comm
Voigt, Marie Rose ------- Tchr., Elem., 8th
* White Calfe, Greta ------ Tchr., Elem., 1st

District Employees

Anderson, Ruth --------- Tchr., Elem., 4th
* Baker, Emerson ---------- SS, BB Coach, PE
Christianson, Gary ----------Tchr, Music
Fines, Alfred ---------- Bus Driver
Hill, Royce ---------- Bus Driver
Hoff, Jeannette ---------Tchr., Elem., 5th
Hodges, Claire ----Home Ec., PE, Girls BB
Johnson, Alda ---------- Librarian
Kaul, Som ---------- Tchr., H.S. English
Kergman, Anthony ---------- Bus Driver
Kolden, Ervin ----------Bus Driver
* Marsette, Matthew ----------Janitor
Nelson, Randy ---------- Football, SS
Patrick, Marvel -------- Tchr., Elem., 6th
Ruud, Curtis ---------- Tchr., H.S., Math
Runstad, Lois ---------- Clerk
Ward, Susan ----------Tchr., Elem., 3rd
Yahnke, Gerald ----------Tchr., Elem., 7th

* Indians

* Baker, Corise --------- Clerk, Elem.
* Incognito, Elaine --- 2nd. Tchr. Aid
* Jaeger, Rosalee ----- 1st. Tchr. Aid
* Wallace, Connie ----- 3rd. Tchr. Aid
* White Bear, Celeste--Tchr., Aide, 6t

District Title I

* Breuer, Margaret K.-Tchr. Elem. 3.5k
Christianson, Ruth Ann-Tchr. Elem. 8
Hill, Beulah -----Tchr. Aide, 5th, 8
Karlson, Dorothy -------Tchr. Aide,

Title IV

Larson, Ronald -- Elem. Basic Skills, 7 & 8

School Lunch Employees

* Fox, Agnes ----------Cook
Pfliger, LaVerne ----------Cook

TABLE 1

EDUCATION STAFF - WHITE SHIELD SCHOOL
1973 - 74

BEST COPY AVAILABLE

Anderson, Ruth . . Tchr., Elem., 4th ✓

Baker, Carisa . . . . . Clerk, Elem. ✓

Baker, Emerson . . . SS, BB Coach, PE. ✓

Bicknese, Conrad W. Principal ✓

*** Breuer, Margaret K...Tchr. Elem. B.Sk. ✓

Charging, Cleo ...Tchr., Kindergarten ✓

* Christianson, Gary . . . Tchr., Music ✓

*** Christianson, Ruth Ann Tchr., Elem. & Skills

Eagle, Veronica T. . . . . Head Cook ✓

* Fines, Alfred . . . . . Bus Driver ✓

L * Fox, Agnes . . . . . Cook ✓

Fox, John Sr. . . Bus Driver, Janitor ✓

Gores, Sylvester..Guidance, Part Time

Gullikson, Arlene . . . . . Cook ✓

Haupler, Donald . . . . Shop, Dr. Ed. ✓

*** Hill, Beulah ...Tchr. Aide, 5th & 8th ✓

* Hill, Royce . . . . . Bus Driver ✓

* Hoff, Jeannette . . .Tchr, Elem, 5th ✓

* Hodges, Claire..Home Ec, PE, Girls BB ✓

Hosie, Ambrose .. Bus Driver, Janitor ✓

** Incognito, Elaine . . .2nd Tchr. Aide ✓

** Jaeger, Rosalee . . . .1st Tchr. Aide ✓

* Johnson, Alda . . . . . Librarian ✓

Johnson, Vernon A.-El.Teacher Suprvr. ✓

*** Karlson, Dorothy . . . Tchr. Aide, 4

* Kaul, Son . . . . . Tchr., H.S.Engli

* Kerrman, Anthony . . . . . Bus Driver

* Kolden, Ervin . . . . . Bus Driver

Kolden, Evelyn K.. . . . . Gen. Clerk ✓

**** Larson, Ronald-Elem. Basic Skills, 7&8 ✓

Malnguria, Lena Tchr, Elem.,2 ✓

* Marsette, Matthew . . . . . Janitor ✓

* Nelson, Randy . . . . . Football, SS ✓

Pease, Oliver . . . Guidance Councelor ✓

* Patrick, Marvel . . . .Tchr., Elem., 6 ✓

L * Pfliger, LaVerne . . . . . Cook ✓

Price, Pauline . . . . . Cook ✓

* Reud, Curtis . . . . Tchr., H.S., Math ✓

* Rustad, Lois . . . . . Clerk ✓

Schmidt, Cecil J.-Tchr., H.S., Science ✓

Sitter, Jack P. . . Tchr., H.S.,Comm. ✓

Voigt, Marie Rose . ,Tchr., Elem., 8th ✓

** Wallace, Connie . . . .Tchr. Aide, 3rd ✓

* Ward, Susan . . . . . Tchr., Elem,3rd ✓

** White Bear, Celeste Tchr. Aide, 6th ✓

White Calfe, Greta Tchr., Elem., 1st ✓

* Yahnke, Gerald Tchr., Elem., 7th ✓

Young Bird, Hans, [illegible] Janitor

PLANT MANAGEMENT:

Employed by B.I.A. and permanently stationed at White Shield: Arnold Charging, Maintenance Foreman, Leader, and Dorven White Bear, Janit

CODE: BIA EMPLOYEES - No Star
DISTRICT EMP. - 1 Star
DISTRICT TITLE I - 3 Stars
SCHOOL LUNCH EMPLOYEES (District)- L*
BIA TITLE I EMPLOYEES - - - Two Stars
TITLE IV - - - - - - Four Stars

Underlined are Indians 18

BEST COPY AVAILABLE

BEST COPY AVAILABLE

FINANCIAL REPORT

INTRODUCTION

A cursory examination into the budgets of the BIA and School District #85 clearly indicate the need of an immediate thorough audit. The following report indicates areas where a misuse of funds is probable and suggests where possible use of the budgeted monies should be spent or better dispersed. Time constraints prevented a thorough study of the complicated financial arrangements for the school. District employees, and probably the school board, were unfamiliar with the intricate financial management of the Bureau of Indian Affairs. For example, the plant management which provides the school maintenance and upkeep is entirely independent of the school administrator. In addition to the time constraints, financial records were scattered all over the place, the district office, the BIA agency at New Town and, at the Aberdeen Area Office.

TITLE I FUNDS

The Fort Berthold Agency at New Town, North Dakota, cited the White Shield School #85 in 1972 with failure to return $3,000 of unused Title I monies to the Area Office (Table 1). In fiscal year 1972, the School District operated with a surplus of funds totaling $35,292.82 (Appendix I). District and BIA Title I funds are confusing (Appendix J).

An official on-site monitoring visit dated January 23, 1974

(Table 2) by the U.S. Department of Interior's Educational Office indicated that Title I funds were improperly used to pay for travel and expenses of BIA personnel to attend two Title I workshops in Aberdeen, South Dakota. The findings furthermore indicated that funds were being used to increase the salary of the Title I Clerk, to increase the District Treasury and to pay for substitute aides.

BIA Agency Level Operating Budget (Table 3, Appendix K)

Travel Expense

In fiscal year 1972, a total of $2,906.37 was spent on travel expense. The only amount in the budget was $137.00 under Summer Employees 1504. An amount of $1,257.99 was spent for Local Administration 1234 and $1,511.88 for elementary 1344. Travel expense over the budgeted amount was $2,729.37.

Table 1

APR 21 1972

Table 1

School Fort Berthold White Shield

Our records show Title I project W.O.# 7457 funded in total for $40,004.00 having a realized savings of $3,000.00 for turnback to Title I Section of the Office of Education Programs.

These funds are to be reallocated to Area Office for operation of Fiscal Year 1973 programs.

The above figure are _____ correct, ✓ incorrect; the actual amount is $2,500.

Conrad W. Bichsel
School Administrator

BEST COPY AVAILABLE

BEST COPY AVAILABLE

ABERDEEN AREA ESEA TITLE I
BUREAU OF INDIAN AFFAIRS
OPERATING BUDGET REPORT
FISCAL YEAR 1971-1972

on: White Shield School
Roseglen, North Dakota 58775
Fort Berthold Agency
cting Agency: New Town, North Dakota 58763

Report Period: 1971-1972
Activity:
Work Order:

Description	Allotment	Expenditures	Total Remaining	Savings To Be Reprogrammed
Component Budget - Activity I				
Personnel:				
1. Reading Teacher	8,795.00	6,616.09	2,178.91	
2. 6 Teacher Aides	24,842.00	24,058.26		
3. Fine for late I.R.S. payment		64.62	719.12	2,898.03
Materials and Supplies				
a/ 200 paperback books	200.00	139.65	60.35	
b/ 50 reading filmstrips	200.00	196.70	3.30	
c/ 2 SRA reading tests	200.00	82.73	117.27	
d/ Supplies	200.00	663.41		
e/ Controlled reader filmstrips	243.00	--- --	--- --	
	1,043.00	1,082.49	-39.49	-------
In-Service Training	1,000.00	1,000.00		
Dissemination Materials	100.00	--- --	100.00	100.00
Administration	1,320.00	1,320.00	------	------
Transportation	500.00	161.16	338.84	
			-39.49	
			299.35	299.35
				3,297.38 Total
(Used total - 36,706.62)				

Table 2

United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
ABERDEEN AREA OFFICE
820 SOUTH MAIN
ABERDEEN, SOUTH DAKOTA 57401

IN REPLY REFER TO
Education
Title I

JAN 23 1974

Memorandum

To: Superintendent, Fort Berthold Agency
Attention: Education Program Administrator and
Principal, White Shield School

From: Office of Educational Services

Subject: Official on-site monitoring visit of the FY-74 Title I project at White Shield School by the Area Federal Programs Office.

The Area Federal Programs Office conducted an official on-site monitoring visit of the White Shield School Title I project on January 15, 1974.

The purpose of the monitoring visit was to determine if the program is in compliance with Title I regulations and guidelines. and is operating in accordance with the approved project.

Results of the monitoring visit indicated that the project was not in compliance with Title I guidelines and was not operating in accordance with the approved project. Title I services were supplanting rather than supplementing the regular program effort.

The following findings indicate the problem areas:

1. Title I aides are being used for general program support.

2. Title I Basic Skills Teachers are not providing additional instruction in math to the target students.

3. Target children are not involved in the degree specified in the approved project.

4. Grouping, class-size, and pupil/teacher ratio does not correspond to the approved project.

5. Scheduling of activities does not appear appropriate.

As a result of the findings indicated above, the LEA is requested to submit to the Area Federal Programs Office by February 11, 1974, a total revision of Component A and B to bring actual project operation into compliance with Title I regulations and guidelines.

Other findings requiring immediate amendment request procedures are as follows:

1. A total project analysis of savings to date must be made and an amendment request submitted to reprogram savings by February 15, 1974.

2. An amendment request is needed to pay substitute aides while Title I aides are attending school under the Future Indian Teachers Program.

3. Salary for the Title I Clerk was approved for $3,000.00. The LEA cannot pay the clerk any more than the approved amount with Title I funds unless an amendment request is submitted requesting to increase the clerk's salary which must be approved by Central Office.

   The Amendment must include justification for increasing the clerk's salary and the amount requested.

A review of the financial books indicated that Title I funds were improperly used to pay for the travel and expenses of B.I.A. personnel to attend two Title I workshops in Aberdeen, South Dakota.

Title I funds cannot be used to pay for such services for regular Bureau personnel unless specifically approved in the Title I project.

Records show that a $62.00 payment was made on October 29, 1973 and two payments were made in December amounting to $194.33. Records show that the payments were made to B.I.A. personnel for travel to the Area Title I workshops. This discrepancy has been brought to the attention of the Area Contracting Officer for his determination and follow-up.

The monitoring team wishes to thank the LEA for their hospitality and cooperation during the monitoring visit.

If there are any questions regarding this memorandum, please contact the Area Federal Programs Office.

Director

Attachments

ON-SITE MONITORING CHECKLIST

TITLE I-ESEA

BUREAU OF INDIAN AFFAIRS

Name of LEA (or School): White Shield School

Agency: Ft. Berthold

Area: Aberdeen

Project Work Order Number(s): #4113

Title of Project: ESEA-Reading, Math & Science I

Date of Visit: Jan. 14-15, 1974

Names of the Members of the Monitoring Team:

1. Ronald Jaeger — Education Specialist (Title)
2. James Ross — Education Specialist (Title)
3. _____ — _____ (Title)
4. _____ — _____ (Title)

BEST COPY AVAILABLE

I. FINDINGS REQUIRING NO ACTION:

The approved project was not effective in meeting the needs of the children. Therefore, the existing program is not ~~about~~ as approved, and the L.E.A. is not in compliance with Title I guidelines. The monitoring team has therefore, request the actions as stated on page 18.

The staff and administrators, however, are highly interested in the Title I program. It was also noted that the L.E.A. has made a effort to coordinate the programs of the State Title I and Bureau Title I so that duplication of services is ~~avoided~~ and more efficient and, hopefully, better services are provided the children.

BEST COPY AVAILABLE

1. Ronald M. Jorgen
Signature of Monitoring Chairman

2. Conrad W. Birkmeier
Signature of LEA representative as having been presented problems or findings.

3. 1-15-74
Date

BEST COPY AVAILABLE

II. FINDINGS REQUIRING IMMEDIATE ACTION:

The LEA is requested to submit to the Area Federal Programs office by February 11, 1974, a total revision of Component II and Component III & a long detail project evaluation into compliance with Title I guidelines and guidelines.

The monitoring team noted the following:

1) The project as it presently operating is supplanting rather than supplementing.
2) Title I aides are being used for general support.
3) Title I teachers are not providing additional instruction for target children.
4) Title I children are not involved in the design of the project.
5) Learning objectives and project teaching activities do not correspond.
6) Scheduling of the activities does not appear appropriate

- the following must be included in the amendment request:
- An analysis & date of savings realized within the total project must be made and a request made & reprogram.
- title I funds cannot be used for travel of LEA Administrators. Records indicate that this was done. These funds must be repaid from regular program (1760). (194.33) and E9,173(62.00)
- (Amendment is needed for additional Aides.
- Amendment is needed for removal of Aides (meaning if this is the LEA's decision.

1. Signature of Monitoring Chairman

2. Signature of LEA representative as having been presented problems or findings.

3. 1-15-74 Date

The LEA at the time of the monitoring visit was in the process of writing to complete project revision to assist that compliance would be made.

III. FINDINGS INVOLVING RECOMMENDATIONS FOR NEXT YEAR'S TITLE I PROPOSAL:

It is recommended that the LEA, Administrators, Teachers, Aides and parents be involved in the planning and Development of next years project.

If reading and math deficiencies are identified it is felt that the LEA make a careful Analysis of the present facilities and explore the possibility of a lab approach as opposed to the present operation.

1. Ronald M. Jaynes
Signature of Monitoring Chairman

2. Conrad W. Bierhaus
Signature of LEA representative as having been presented problems or findings.

3. 1-15-74
Date

BIA AGENCY OPERATING BUDGET (continued)

In fiscal year 1973 the amount of $900.00 was in the budget for travel expense 1254 Indian Advisory Boards. Of this amount only $429.60 was spent. An amount of $200.00 was in the budget under Professional Guidance and Counseling with no expenditure yet, an amount of $798.58 was spent on travel. Also an amount of $1,228.92 for off-reservation student travel 1830 and $451.22 for equipment 1883 was spent with no monies set aside in the budget. The following indicated the amounts spent:

Local Administration	1234	$340.00
Instruction	1344	506.26
Supporting Services	1424	798.58
Food Services	1704	158.67
		$1,803.51

In fiscal year 1974 (as of April 30, 1974) a total of $1,678.62 was spent on unbudgeted travel, $557.42 under Secondary Academic 1344 and $1,101.20 under Secondary Vocational Practical Arts.

Library

An inquiry into library funds should be established to determine how Title II funds are being used because the only amount budgeted for library use was $299.00 in 1973.

Guidance and Counseling

Above it was mentioned the $798.58 was spent on unbudgeted travel and only $200.00 on professional services. In 1974 the

budget allotted $1,418.16 for professional services but as of April 30 nothing had been spent.

Special Education

In 1973 an amount under "furnishings" was spent; however, no amount had been budgeted for special education. Since this was the only amount spent in the three year review of the budget, an investigation might be necessary to find out what constitutes "furnishings" and how Title VI monies are being used.

Kindergarten

During fiscal year 1973, $1,000.00 was budgeted for supplies and material in kindergarten. Yet nothing was spent. As of April 30, 1974, the amount of $8,326.00 was budgeted for kindergarten aides, yet only $469.44 had been used. Also there was a credit of $4,200.00 under section 1323 for kindergarten.

Secondary Education

An amount of $982.80 was spent on 1349 "other expenses" as of April 30, 1974 with no budgeted money. This deserves investigation.

Plant Management

The budget does not indicated the amount budgeted and spent on salaries, etc. needed to maintain Plant Management (Appendix L).

Budget Versus Expenditures

It is questionable fact to note that the BIA operates in a deficit while the School District operates with a surplus (Table 3 and 4).

BIA FORT BERTHOLD AGENCY

	Budget 1973	Expend.	Budget 1973	Expend.	Budget 1974	Expend.
Agency Educ. Admin.		52.00		84.01		386.48
Local School Admin	$24,191.00	$25,864.19	$25,946.00	$27,570.10	$27,871.00	$23,883.60
INSTRUCTION-Supervision	13,075.00	14,228.02	14,397.00	14,796.94	16,933.00	13,533.54
Indian Advisory Board			900.00	429.60		
Kindergarten	22,336.00	22,402.90	18,034.00	20,700.88	25,301.00	8,515.86
Elementary	23,465.00	23,727.24	29,470.00	27.520.98	28.035.00	34,894.34
Secondary-academic	23,410.00	25,799.56	29,479.00	27,620.98	25,814.00	25,846.55
Vocational/Practical Arts	25,172.00	25,615.85	44,171.00	42,928.83	31.125.00	26.297.62
SUPPORTING SERVICES-Library				299.00		
Guidance					14,186.00	
Special Education				998.58		
SUMMER PROGRAMS	3,084.00	4,969.65	5,120.00	5,526.00	5,120.00	5,126.00
FOOD	32,839.00	31,921.03	32,235.00	32,975.05	35,375.00	57,453.25
PUPIL TRANSPORT. (on Res.)	22,556.00	21,542.16	16,450.00	18,564.65	33,214.00	19,410.92
Off Reservation				1,680.14		
COMMON SERVICES (plant Oper.)	40,340.00	37,484.24				
P.S. DORM (High School)						14.81
TOTAL	$231,071.00	$232,995.00	$226,485.00	$263,252.00	$242,974.00	$215,573.97
*actual figure		*233,606.84		*261,206.00		

TABLE 3

Table 4

McLEAN COUNTY DISTRICT #85

White Shield

Years	FY 72 1971-- 72	FY 73 1972 - 73	FY 74 1973 - 74	FY 75 1975 - 76
Budgeted by School Board	$264,250.00	$272,720.00	$247,215.00	
Obtained through district treasurer includes surpluses and debits from previous year	$209,270.81	$237,479.95		
Actual expenditures reported by the district treasurer	$174.720.98	$177,020.93		
Surpluses and Debits	+$ 35,292.82	+$ 63,779.08		
SOURCES				
Local Tax District Property Tax Levy	42,126.79	32,696.16		
Insurance claims, Indian School Board BIA Summer Program		13,102.86		
McLean County	21,078.87	23,734.39		
Special Education		1,069.70		
ND - State Tuition Appointment	6,904.60	8,978.35		
Per pupil and Transport	34,603.65	38,920.84		
Personal Property replacement	8,230.24	8,214.32		
U.S. School Lunch	4,236.27			
Flood Control	368.78			
Public Law 874	27,734.00	43, 19.00		
Public Law 89-10	28,182.95	22,268.67		
Wet Lands	66.54	900.00 (incl. Flood Control)		

Secondary Dormitory

In 1974 a questionable expenditure of $14.81 was entered for high school dorm expense.

SCHOOL DISTRICT #85 SCHOOL BOARD BUDGET

Cash on Hand in General Fund (Appendix I)

The school district has been operating with a balance forward as follows:

6/30/71	$28,794.05
6/30/72	$34,549.83
6/30/73	$60,459.02

An inquiry into the non-use of funds should be investigated.

Health Services

The athletic physicals were budgeted for $100.00 in fiscal 1972 and 1973 and $300.00 in fiscal 1974. Are there any Indian students profiting by these physicals? Is there a registered nurse at the school in case of accidents or injuries?

The budget has always assumed that federal monies such as Title I, IV, and others may revert to the district general funds. The North Dakota state federal program officers and the U.S. Retional Office of Education may help clarify these issues.

Per Pupil Cost Comparisons

The per pupil costs varied depending on the agency being asked. Tables 5, 6, and 7 shows the comparisons. The evaluator used various sources to arrive at the figures in Table 5. Table

SCHOOL ENROLLMENT 1973-1974

	Indian	Non Indian	Total
Elementary	121	72	193
High School	50	44	94
Total	171	116	287

PER PUPIL COSTS

	1971-1972	1972-1973	1973-1974
School District Expenditure	$174,720.98	$177,020.93	$264,005.80[2]
Estimated Per Pupil Costs	608.78[1]	616.80[1]	919.88[2]
BIA Agency Education Costs	232,995.00	263,232.00	242,947.00[2]
Plant Management	73,783.00	67,993.00	75,100.00[2]
Title BIA monies	40,004.00	34,993.00	57,049.00[2]
Estimated BIA Per Pupil Costs	1,208.30[1]	1,276.09[1]	1,306.95[2]
Total	$521,502.98	$543,258.93	$639,101.80[2]
TOTAL PER PUPIL COSTS	1,817.08[1]	1,892.89[1]	2,226.84[3]

[1]Figured on 1973-1974 enrollment (287 pupils)
[2]Estimated Budget
[3]Estimated per pupil costs

Table 5

5 is based on total White Shield School monies and enrollment of 287 pupils. Both hard and yearly monies are reflected in the district estimates (Table 6).

May 22, 1974 BIA Agency, New Town, North Dakota

DROP OUT RATE ON THE FORT BERTHOLD RESERVATION, NEW TOWN, ND 85763

The drop-out rate for the schools at Fort Berthold is minimal and some times the figures do not show the true picture due to the fact that when a student leaves a school he or she is counseled and sent to a boarding school at Wahpeton, Pierre or elsewhere. (By Henry Balliet)

In 1972-73, the County Superintendent figures the per pupil costs as $884.04. This contrasts with the evaluators figures for 1972-73 as $616.80, which does not include title monies. It is thus assumed the title monies are included in the county figures. Actual enrollment figures were not provided and it is therefore difficult to determine per pupil costs accurately.

The Indian students are often shifted from one list to another list without a thorough explanation (Appendix M & N) as being either the districts responsibility or the BIA responsibility. The reasons for shifts must be explained.

In 1973-74, the above allegations prove true. Appendix N shows the district student responsibility as being 175 and Appendix M as being 189. Using Appendix N figures and estimated budgets for that year (Appendix O), the per pupil costs equals $1,508.60 without title monies. Appendix N shows the district as being responsibile for 189 which give the per pupil figure as

BUDGETS for White Shield School for FY 71,73, and 74

Per pupil cost	$1204.00	Total budget	$221,586.	FY 71
Per pupil cost	$1144.00	Total budget	$209,494.	FY 73
Per pupil cost	$1294.00	Total budget	$221,586.	FY 74

Table 6

COMPARISON CHART

Submitted by
County Superintendent

McLean County Per Pupil Costs 1972-1973*

BUTTE #62		WHITE SHIELD #85		RIVERDALE #89
Elem Ave. $ 757.31	+$156.66	$913.97	+$348.90	$ 565.07
H.S. Aver. $1,251.50	- 421.78	829.72	- 232.41	$1.062.13
Total Aver. 931.35	- 47.31	884.04	- 179.70	$ 704.34

*District figures + and - refer to White Shield differences

Table 7

being $1,396.86. The figure $264,005.80 comes from a district estimated budget (Appendix O).

When Butte #62 and Riverdale #89 are used as comparable schools in 1972-73, the per pupil cost of White Shield #85 is lower. It is not known whether #62 and #89 receive title and/or other funds for Indian students (Table 7).

ACTUAL COMMITTMENT OF THE BUREAU OF INDIAN AFFAIRS

It is painfully clear that the BIA has made an extremely strong committment in terms of monies, human resources, land and physical plant facilities. The following table indicates an extremely conservative estimate of both land and facilities using comparable lands and facilities from the 1960's. The first figures arrived at by area plant management in Aberdeen for the school building amounted to $700,000 for replacement cost today; however, after persuasion, the present estimate was arrived at (Table 8).

The Bureau of Indian Affairs also maintains and operates the facilities including other improvements of the land in the village/town of White Shield. Road maintenance and other such expenses and costs are not available.

It appears as though, the BIA supports the local non-Indians more than it does the Indian populace. The Indian populace could be helped to obtain more land and money for development since Lake Sakakawea is extremely close. By not helping the Indian people, the non-Indian peoples are being given all types of tax favours,

whether direct or indirect by maintaining the present cooperative agreement.

WHITE SHIELD STAFF

For the total amount of money flowing into the school, the staff appears inadequate. There are 48 staff members.

Table 9 shows the staff according to source of pay more clearly. The district pays the salaries of one Indian coach and a janitor. The BIA employs 8 Indians. BIA Title I uses all Indians while the district Title I employs one.

OBSERVATIONS AND OPINIONS

The following are some observations and opinions of the evaluators.

1. The cooperative agreements must be examined very closely as they relate to the fiscal and other financial arrangements.

2. Title and other federal funds must be clarified to the school board, the district clerk and the district treasurer so that misuse of funds by the principals and other employees of district #85 does not take place. At the present time the district treasurer receives the lump sum of federal money and allows the school board and particularly the principal to determine what and how the monies are spent.

3. The federal monies are to be used to alleviate and/or make a difference in achievement and/or other factors as they relate to the disadvantaged. Most of the monies are used by the principal and school board to alleviate the "tax pressures" on the local non-Indian farmers and to buy books and materials for the library which are irrelevant to the most disadvantaged. Number of cars non-Indian students own shows economic disparity.

1973 ASSESSED VALUE OF WHITE SHIELD SCHOOL

Submitted by

Aberdeen Area Plant Management

and

Area Realtors

BARE LAND 50 acres @ $150.00	7,500.00
BUILDINGS	
Cost of buildings-112,077 Sq. Ft.	1,094,000.00
Cost of Electrical System-Generator	1,000.00
Cost of Water System	140,000.00
Cost of Sewer System	40,000.00
Miscellaneous Costs	
3,735 LF walks, concrete @$5.00 LF	18,700.00
2,165 LF streets, asphalt @$18.00 LF	39,000.00
6,280 SF play area, asphalt @$80.00 LF	6,400.00
4,330 LF curb and gutter @$5.00 LF	21,600.00
1,200 LF street gravel @ $6.80 LF	8,200.00
6,000 SF Play area, concrete @ $1.15 Sq. Ft.	7,500.00
Janitorial Services	16,988.00
1973 Total Value	1,400,888.00

TABLE 8

STAFF - WHITE SHIELD SCHOOL

1973 - 74

BIA Employees

Bicknese, Conrad W. ---------- Principal
* Charging, Cleo -------- Tchr., Kindergarten
* Eagle, Veronica T. ---------- Head Cook
* Fox, John Sr. --------- Bus Driver, Janitor
Gores, Sylvester ------ Guidance, Part Time
Gullikson, Arlene ---------- Cook
Hempler, Donald ----------Shop, Dr. Ed.
* Hosie, Ambrose ---------Bus Driver, Janitor
Johnson, Vernon A. - El. Teacher Supervisor
Kolden, Evelyn K. ---------- Gen. Clerk
* Malnouria, Lena ---------- Tchr., Elem., 2
* Pease, Oliver---------- Guidance Counselor
* Price, Pauline ---------- Cook
Schmidt, Cecil J.------Tchr., H.S., Science
Sitter, Jack P. --------- Tchr., H.S., Comm
Voigt, Marie Rose ------- Tchr., Elem., 8th
* White Calfe, Greta ---------- Tchr., Elem., 1st

District Employees

Anderson, Ruth --------- Tchr., Elem., 4th
* Baker, Emerson ---------- SS, BB Coach, PE
Christianson, Gary ----------Tchr, Music
Fines, Alfred ---------- Bus Driver
Hill, Royce ---------- Bus Driver
Hoff, Jeannette ---------Tchr., Elem., 5th
Hodges, Claire ----Home Ec., PE, Girls BB
Johnson, Alda ---------- Librarian
Kaul, Som ---------- Tchr., H.S. English
Kergman, Anthony ---------- Bus Driver
Kolden, Ervin ---------- Bus Driver
* Marsette, Matthew ---------- Janitor
Nelson, Randy ---------- Football, SS
Patrick, Marvel --------- Tchr., Elem., 6th
Ruud, Curtis ---------- Tchr., H.S., Math
Runstad, Lois ---------- Clerk
Ward, Susan ----------Tchr., Elem., 3rd
Yahnke, Gerald ----------Tchr., Elem., 7th

* Baker, Corise --------- Clerk, Elem.
* Incognito, Elaine --- 2nd. Tchr. Aide
* Jaeger, Rosalee ----- 1st. Tchr. Aide
* Wallace, Connie ----- 3rd. Tchr. Aide
* White Bear, Celeste--Tchr., Aide, 6th

District Title I

* Breuer, Margaret K.-Tchr. Elem. B.Sk.
Christianson, Ruth Ann-Tchr. Elem. B.
Hill, Beulah -----Tchr. Aide, 5th, 8t
Karlson, Dorothy -------Tchr. Aide, 4

Title IV

Larson, Ronald -- Elem. Basic Skills, 7 & 8

School Lunch Employees

* Fox, Agnes ----------Cook
Pfliger, LaVerne ----------Cook

* Indians

TABLE 9

OVERALL RECOMMENDATIONS

INTRODUCTION

Each section of the evaluation report for the White Shield School conducted by the National Indian Training and Research Center contains specific conclusions and recommendations that are pertinent to the topics contained in that section. There are some recommendations that appear to have immediate priority if changes and improvements are to be made at the school. The following are the evaluator's top priority recommendations:

1. Reassess the cooperative agreement between the Bureau of Indian Affairs and School District No. 85 in view of present day needs of all segments of the population served by the school. Alternatives with respect to the present operation of the school should be seriously considered. One option that needs examination is the possibility of the BIA contracting to a coalition of representative groups from the Indian community and School District No. 85 if it is legally possible. A second option is to contract with the school district, provided that Indian interests are protected and that assurances are given that they will be realistically involved and participate in policy making and programming. A third option may be that an Indian group contract to operate the school and enter into a contract with the district if this is legal.

   If it is a feeling of all segments of the community

served by the White Shield School that the cooperative agreement should be re-negotiated, then the following provisions should be included:

a. Strict accounting for the funds earmarked for the Indian students. It appears now that the BIA is contributing a greater proportionate share for the school operation and this practice supports the view that tax benefits are accruing to the non-Indians.

b. A committment to conduct a needs assessment for the school and the development of an educational philosophy, goals and objectives that will lead to laying the bases for establishing instructional objectives and consequently provide the criteria and measurements for educational accounting.

c. A committment to fully involve the school's constituency, students, parents, teachers and community leaders in developing the educational goals and objectives.

d. Development of a sound informational system to facilitate communication.

2. It is recommended that a thorough audit of the financial arrangements for the school be made. Financial information should be readily available to the public. A financial reporting system that includes summary statements of pertinent information that can be understood by the average person is urgently needed. If the experience of the evaluators reflects the true situation in terms of getting information,

anyone who wants to obtain a financial "picture" must travel to the school, district office, the BIA Agency and the Aberdeen Area Office and then not be assured of getting all of the information.

3. It is strongly recommended that the educational leadership at the Ft. Berthold Agency and the White Shield School be replaced. This recommendation is not a reflection on the abilities or qualifications of the incumbent administrators because there is no doubt that they have administrated their programs as best as they can under constraining circumstances. It is necessary, however, to bring in new leadership that is not plagued with bias and prejudice of their constituencies and who can start mobilizing the total community to begin developing an effective and acceptable school system that meets the needs of students and prepare them to become adult and mature citizens of whom we can all be proud.